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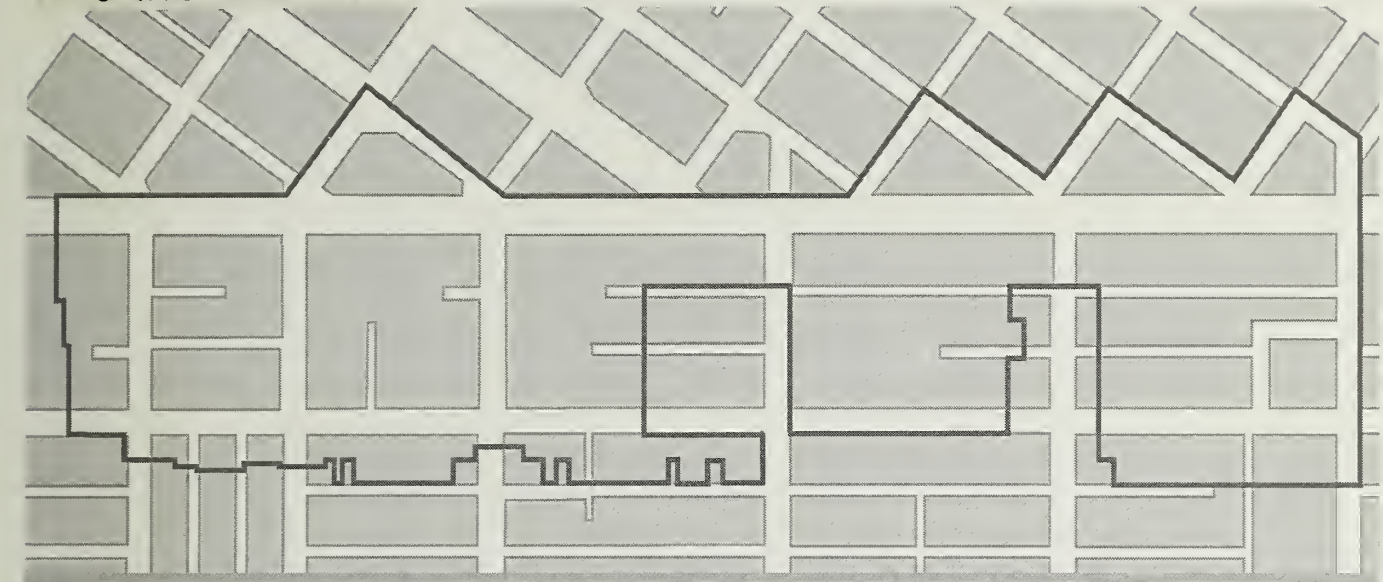

FINAL ENVIRONMENTAL IMPACT REPORT

MID-MARKET REDEVELOPMENT PLAN

San Francisco Redevelopment Agency
City and County of San Francisco Planning Department

■

Planning Department File No. 2002.0805E
State Clearinghouse No. 2001082084

■ ■ ■

Draft EIR Publication Date: September 28, 2002
Draft EIR Hearing Dates: October 29, 2002, and December 12, 2002
Draft EIR Public Comment Period: September 28, 2002 – December 17, 2002
Final EIR Certification Date: September 18, 2003

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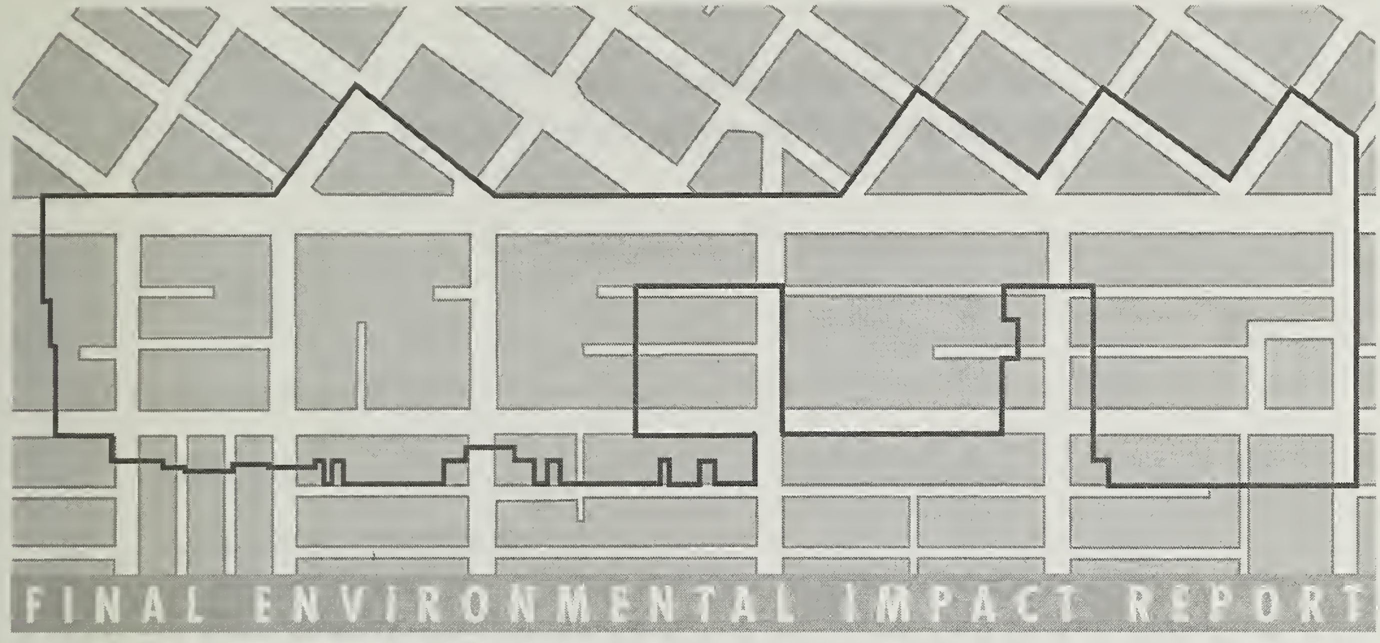

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● *indicates material that is new or has been revised since publication of the Draft EIR*

Mid-Market Redevelopment Plan
Draft Environmental Impact Report

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RESOLUTION NO. 153-2003

Adopted September 18, 2003

CERTIFYING A FINAL ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED MID-MARKET REDEVELOPMENT PLAN, FOR A REDEVELOPMENT PROJECT AREA GENERALLY LOCATED FROM FIFTH TO TENTH STREET, ALONG THE MARKET AND MISSION STREETS CORRIDOR, ENCOMPASSING 14 ASSESSOR'S BLOCKS, IN PORTION OR ENTIRETY, AS FOLLOWS: 341, 342, 350, AND 355 (NORTH OF MARKET STREET), 3507, 3508, 3509, 3701, 3702, 3703, 3704, 3725, 3727, AND 3728 (SOUTH OF MARKET STREET); MID-MARKET REDEVELOPMENT SURVEY AREA

BASIS FOR RESOLUTION

1. The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") and the San Francisco Redevelopment Agency (hereinafter "Redevelopment Agency" or "SFRA"), acting as co-Lead Agencies, fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 et. seq., (hereinafter "CEQA Guidelines"), and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

2. The Department and the Redevelopment Agency determined that an Environmental Impact Report (hereinafter "EIR") was required for the proposed project and provided public notice of that determination by publication in a newspaper of general circulation on August 21, 2001 (under prior Case No. 1996.545E).

3. On September 27, 2002, the Draft EIR for the Mid-Market Redevelopment Plan was mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the Draft EIR, to adjacent property owners, and to government agencies, the latter both directly and through the State Clearinghouse.

4. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on September 28, 2002. Public notice of the availability of the Draft EIR and the Draft EIR public review period was provided as follows:

    A. On September 28, 2002, notice was published in a newspaper of general circulation of the availability of the Draft EIR for public review and comment and of the date and time of the Redevelopment Agency Commission's public hearing on the Draft EIR.

B. Notices of availability of the Draft EIR and of the date and time of the public hearing were posted near the project site by Redevelopment Agency staff on October 2-3, 2002; October 17-18, 2002; and on December 6, 2002.

C. Notice was also mailed to persons requesting such notice listed on lists maintained by the Redevelopment Agency and City Planning Department.

5. The Redevelopment Agency Commission held a duly advertised public hearing on said Draft EIR on October 29, 2002, at which public comment was received on the Draft EIR.

6. The period for receipt of public comments on the Draft EIR ended on December 17, 2002.

7. The Redevelopment Agency prepared responses to comments on environmental issues received at the public hearing and in writing during the 80-day public review period for the Draft EIR, prepared revisions to the text of the Draft EIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the Draft EIR. This material is contained in a "Draft EIR Comments and Responses" document, published on September 5, 2003, and distributed to all parties who commented on the Draft EIR, with additional copies available upon request at Department offices.

8. The Agency staff in conjunction with the Planning Department recommends certification of the EIR, consisting of the Draft EIR and the comments and responses to the Draft EIR ("Comments and Responses").

9. The Agency's public records pertaining to the proposed Final EIR are available for public review at the Redevelopment Agency, 770 Golden Gate Avenue, and are part of the record before the Redevelopment Agency Commission.

10. On September 18, 2003, jointly with the Planning Commission, the Redevelopment Agency Commission reviewed and considered the Final EIR and hereby does find that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines, and Chapter 31of the San Francisco Administrative Code.

11. The Final EIR indicates that the proposed Mid-Market Redevelopment Plan, if adopted, will have the following potentially significant environmental effects:

A. Will have a project-specific impact on Historic Resources, in that Development Opportunity Sites 1, 2, and 4 include structures that appear to be potential historic architectural resources. Unless further review were to find that the structure(s) did not meet the criteria for eligibility as an historic resource, demolition of any of these structures will be a significant impact of implementation of the Mid-Market Redevelopment Plan.

B. Will have a project-specific effect on Transit, in that with increased transit trips generated by implementation of the Mid-Market Redevelopment Plan, ridership on the Mission Corridor of the MUNI Southeast Screenline would increase from about 88 percent to 102 percent of capacity. Ridership on All Other Lines in the Southeast Screenline would increase from about 91 percent of capacity to about 106 percent of capacity. Overall, the Southeast Screenline would be at about 101 percent of capacity. This would be a significant environmental effect of the Mid-Market Redevelopment Plan on transit capacity at these screenlines.

C. Will have a significant cumulative effect on Traffic. Cumulative effects are more speculative than project-specific effects, because analysis of the former depends on a prediction of future environmental changes beyond the development assumed with implementation of the proposed Mid-Market Redevelopment Plan. However the proposed Mid-Market Redevelopment Plan would make a considerable contribution to cumulative traffic increases at the Fifth/Mission and Sixth/Brannan intersections. The intersections would operate at LOS E under projected 2020 cumulative conditions, even with traffic mitigation measures that could be implemented by the City and County of San Francisco.

D. Will have a cumulative significant cumulative effect on Transit, in that cumulatively by 2020, while overall peak-hour MUNI ridership would be less than projected capacity at screenlines, at the All Other Lines corridor in the Southeast Screenline, MUNI would operate at 108 percent of capacity. Future transit improvements or transit plans may address these MUNI capacity constraints, but the extent of such plans is not known at this time; therefore, this could be a significant cumulative impact on transit capacity. Project-related transit trips would be about 12 percent of total future trips on these lines. The Mid-Market Redevelopment Plan would thus have a considerable contribution to a significant cumulative effect on transit capacity.

RESOLUTION

ACCORDINGLY, IT IS RESOLVED by the Redevelopment Agency of the City and County of San Francisco as follows:

1. Based on its review of the Draft EIR and the Responses and Comments (the "Final EIR") and the public comments submitted, finds that:

A. The Comments and Responses document contains no significant revisions to the Draft EIR, therefore no additional public review or public hearing is required;

B. That the Final EIR was completed in compliance with CEQA and the CEQA Guidelines; and

C. The Final EIR reflects the independent judgment and analysis of the Redevelopment Agency of the City and County of San Francisco, and is adequate, accurate and objective.

2. Based on the foregoing findings, certifies the Final EIR identified as case file No. 2002.0805E: Mid-Market Redevelopment Plan, as having been completed in accordance with CEQA and the State CEQA Guidelines.

3. Also determines that this resolution shall take effect concurrently with the Planning Commission's adoption of a parallel resolution certifying the Final EIR.

APPROVED AS TO FORM:

for James B. Morales
Agency General Counsel

File No. 2002.0805E
Mid-Market Redevelopment Plan
Generally, from Fifth to Tenth Street
Along the Market and Mission Streets
Corridor

SAN FRANCISCO

CITY PLANNING COMMISSION

MOTION NO. 16657

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR THE PROPOSED MID-MARKET REDEVELOPMENT PLAN, GENERALLY LOCATED FROM FIFTH TO TENTH STREET, ALONG THE MARKET AND MISSION STREETS CORRIDOR, ENCOMPASSING 14 ASSESSOR'S BLOCKS, IN PORTION OR ENTIRETY, AS FOLLOWS: 341, 342, 350, 355 (NORTH OF MARKET STREET), 3507, 3508, 3509, 3701, 3702, 3703, 3704, 3725, 3727, AND 3728 (SOUTH OF MARKET STREET). THE ASSOCIATED SPECIAL USE DISTRICT ALSO INCLUDES ASSESSOR'S BLOCK 351 (NORTH OF MARKET STREET).

MOVED, That the San Francisco Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report identified as case file No. 2002.0805E: Mid-Market Redevelopment Plan (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the Planning Department (hereinafter "Department") and the San Francisco Redevelopment Agency (hereinafter "Redevelopment Agency", or "SFRA"), acting as Co-Lead Agencies, fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 et. seq., (hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Department and the Redevelopment Agency determined that an Environmental Impact Report (hereinafter "EIR") was required for the proposed project and provided public notice of that determination by publication in a newspaper of general circulation on August 21, 1001 (under prior Case No. 1996.545E).

b. On September 28, 2002, the Redevelopment Agency published the Draft Environmental Impact Report (hereinafter "DEIR") and provided public notice in a newspaper of general circulation of the availability of the DEIR for public review and comment and of the date and time of the Planning Commission public hearing on the DEIR; this notice was mailed to Redevelopment Agency and Planning Department lists of persons requesting such notice.

c. Notices of availability of the DEIR and of the date and time of the public hearing were posted near the project site by Redevelopment Agency staff on October 2-3, 2002; October 17-18, 2002; and on December 6, 2002.

d. On September 27, 2002, copies of the DEIR were mailed or otherwise delivered to a list of persons requesting it, to those noted on the distribution list in the DEIR, to adjacent property owners, and to government agencies, the latter both directly and through the State Clearinghouse.

e. Notice of Completion was filed with the State Secretary of Resources via the State Clearinghouse on September 27, 2002.

2) The Commission held a duly advertised public hearing on said Draft Environmental Impact Report on December 12, 2002, at which opportunity for public comment was given, and public comment was received on the DEIR. The period for acceptance of written comments ended on December 17, 2002.

3) The Redevelopment Agency prepared responses to comments on environmental issues received at the public hearing and in writing during the 80-day public review period for the DEIR, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected errors in the DEIR. This material was presented in a "Draft Comments and Responses" document, published on September 5, 2003, which was distributed to the Commission and to all parties who commented on the DEIR, and was available to others upon request at Department offices.

4) A Final Environmental Impact Report has been prepared by the Redevelopment Agency, working with the Planning Department, consisting of the Draft Environmental Impact Report, any consultations and comments received during the review process, any additional information that became available, and the Summary of Comments and Responses all as required by law.

5) Project Environmental Impact Report files have been made available for review by the Commission and the public. These files are available for public review at the Redevelopment Agency, 770 Golden Gate Avenue, and are part of the record before the Commission.

6) On September 18, 2003, jointly with the Redevelopment Agency Commission, the Commission reviewed and considered the Final Environmental Impact Report and hereby does find that the contents of said report and the procedures through which the Final Environmental Impact Report was prepared, publicized and reviewed comply with the provisions of CEQA, the CEQA Guidelines and Chapter 31of the San Francisco Administrative Code.

7) The project sponsor intends to proceed with the Project as described in Section II of the Final Environmental Impact Report.

8) The Planning Commission hereby does find that the Final Environmental Impact Report concerning File No. 2002.0805E: Mid-Market Redevelopment Plan, reflects the independent judgment and analysis of the City and County of San Francisco, is adequate, accurate and objective, and that the Comments and Responses document contains no significant revisions to the DEIR, and hereby does CERTIFY THE COMPLETION of said Final Environmental Impact Report in compliance with CEQA and the CEQA Guidelines.

9) The Planning Commission acknowledges that the Redevelopment Commission is adopting a parallel resolution regarding Certification of the Final EIR

10) The Planning Commission, in certifying the completion of said Final Environmental Impact Report, hereby does find that the project described in the Environmental Impact Report:

a. Will have a project-specific significant effect on Historic Resources, in that Development Opportunity Sites 1, 2, and 4 include structures that appear to be potential historic architectural resources. Unless further review were to find that the structure(s) did not meet the criteria for eligibility as an historic resource, demolition of any of these structures will be a significant impact of implementation of the Mid-Market Redevelopment Plan.

b. Will have a project-specific effect on Transit, in that with increased transit trips generated by implementation of the Mid-Market Plan, ridership on the Mission Corridor of the MUNI Southeast Screenline would increase from about 88 percent to 102 percent of capacity. Ridership on All Other Lines in the Southeast Screenline would increase from about 91 percent of capacity to about 106 percent of capacity. Overall, the Southeast Screenline would be at about 101 percent of capacity. This would be a significant environmental effect of the Mid-Market Plan on transit capacity at these screenlines.

c. Will have a significant cumulative effect on Traffic. Cumulative effects are more speculative than project-specific effects, because analysis of the former depends on a prediction of future environmental changes beyond the development assumed with implementation of the proposed Mid-Market Plan. However the proposed Mid-

Market Plan would make a considerable contribution to cumulative traffic increases at the Fifth/Mission and Sixth/Brannan intersections. The intersections would operate at LOS E under projected 2020 cumulative conditions, even with traffic mitigation measures that could be implemented by the City and County of San Francisco. And,

d. Will have a cumulative significant cumulative effect on Transit, in that cumulatively by 2020, while overall peak-hour MUNI ridership would be less than projected capacity at screenlines, at the All Other Lines corridor in the Southeast Screenline, MUNI would operate at 108 percent of capacity. Future transit improvements or transit plans may address these MUNI capacity constraints, but the extent of such plans is not known at this time; therefore, this could be a significant cumulative impact on transit capacity. Project-related transit trips would be about 12 percent of total future trips on these lines. The Mid-Market Plan would thus have a considerable contribution to a significant cumulative effect on transit capacity.

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission at its regular meeting of September 18, 2003.

Linda Avery
Commission Secretary

AYES:	Antonini, Bradford Bell, Feldstein, Hughes, S. Lee, W. Lee
NOES:	0
ABSENT:	Boyd
ADOPTED:	September 18, 2003

I. SUMMARY

A. INTRODUCTION

This is the Environmental Impact Report (EIR) for the proposed Mid-Market Redevelopment Plan (Mid-Market Plan) and Mid-Market Special Use District. The Mid-Market Plan, as described in the EIR, would be a series of actions and programs to foster public and private investment and development in the Mid-Market Redevelopment Project Area (Project Area). It would authorize the San Francisco Redevelopment Agency to use redevelopment tools, such as tax-increment financing, land acquisition, and affordable housing development to assist in improving conditions in the Project Area. The goals, objectives, projects and programs included in the Mid-Market Plan are the results of seven years of community meetings and workshops, and reflect ideas and concerns expressed by community residents and stakeholders, including the Mid-Market Project Area Committee, which is a community-elected group made up of local residents, property owners, business owners, and community organizations.

For purposes of environmental analysis, this EIR assumes a development scenario for land use changes that could occur over the 30-year life of the Mid-Market Plan. That land use scenario matches the goals and objectives of the Mid-Market Plan, and generally consists of urban infill and development on sites such as parking lots or other opportunity sites, as well as the rehabilitation of older, historic structures. This EIR assumes a conservative, maximum build-out in the Project Area by 2020.

This EIR is a Program EIR on the proposed Redevelopment Plan, as defined by California Environmental Quality Act (CEQA) Guidelines. As such, any future actions or projects falling within the range of programs or overall development analyzed in the EIR within the Project Area would not require any further environmental review, unless there were project-specific or site-specific environmental impacts or other changed circumstances not identified in the Program EIR. The Mid-Market Plan would be implemented primarily through existing San Francisco Planning Code and proposed Mid-Market Special Use District (SUD) controls.

Thus, development projects under the Mid-Market Plan would be reviewed by the Planning Department under project authorization processes as stated in the Planning Code and SUD. In the course of such review, the Planning Department could determine that a specific project's impacts are fully encompassed in the Program EIR analysis, and that no further CEQA review would be necessary. In other cases, the Planning Department may find that potential site-specific or project-specific impacts, such as shadow effects or localized transportation effects, would require further CEQA review. A Negative Declaration, EIR Addendum or Supplemental EIR, as appropriate, would then be prepared to address specific effects or mitigation measures. Those subsequent CEQA documents would incorporate and use analyses and findings in this EIR (for example, cumulative analysis of transportation conditions, or standard mitigation measures). In this way, the Mid-Market Plan EIR would be expected to streamline CEQA review of future projects under the Plan.

B. PROJECT DESCRIPTION

The San Francisco Redevelopment Agency (SFRA) proposes the Mid-Market Redevelopment Plan (Mid-Market Plan) for the proposed Mid-Market Redevelopment Project Area (Project Area) and a Mid-Market Special Use District (SUD), located in downtown San Francisco, generally from Fifth Street to Tenth Street along the Market and Mission Streets corridor.

The Project Area encompasses 14 Assessor's Blocks in portion or in entirety: 341, 342, 350, 355 (North of Market), 3507, 3508, 3509, 3701, 3702, 3703, 3704, 3725, 3727, and 3728 (South of Market). The SUD also includes Assessor's Block 351 (North of Market).

The Mid-Market Plan is a 30-year program that would authorize the SFRA to participate in certain projects and programs seeking to correct or alleviate documented physical and economic blighting conditions in the Project Area. It is proposed as an incremental, urban infill and rehabilitation program for private properties and public facilities within the Project Area. The Mid-Market Redevelopment Plan will be implemented in accordance with its Goals and Objectives and its Projects and Programs (see Appendix B). Its adoption will allow the SFRA to use redevelopment tools conferred on redevelopment project areas by California Community Redevelopment Law. Such tools include the ability to use tax-increment financing to fund both public and private projects and programs that are intended to correct or alleviate blight through community and economic development, to promote the development of housing, and to acquire property for redevelopment in accordance with the applicable redevelopment plan.

The proposed Mid-Market Plan is designed to encourage and assist in the development of a more land-use intensive mixed-use district than currently exists with a special emphasis on increasing the ratio of residential development to other land uses; expanding existing arts, cultural and entertainment activities; aiding existing businesses and attracting new commercial development; and rehabilitating existing commercial and residential space in historic buildings. In addition, the Mid-Market Plan calls for the development and rehabilitation of affordable housing units and affordable community-service office space.

To support the Project Area's growth in residential population, businesses, and employees, and to serve city-wide and regional needs, the Mid-Market Plan proposes additional facilities to house civic, social and cultural services and activities and public capital improvements with an emphasis on upgrading public streetscapes and transit facilities. The Mid-Market Plan also proposes creating a shared community parking system and removing minimum on-site parking requirements. A limited number of shared, short-term public parking facilities are proposed in strategic locations within the Project Area.

The achievement of the Mid-Market Plan's revitalization goals for the Project Area will necessitate a collaborative effort between the SFRA and City departments. Redevelopment tools and resources will be used in conjunction with the tools and resources of local, state and federal agencies to maximize the effective use of public funds.

The Mid-Market Plan is consistent with the City's *General Plan*. The Mid-Market Plan also contemplates the adoption of some changes to existing zoning districts to achieve goals described above. The Mid-Market Plan incorporates existing controls Planning Code. Its implementation requires adoption of a *Planning Code* amendment that would create a Special Use District (SUD) to support implementation of the Mid-Market Plan. This SUD would be a zoning overlay that would maintain the existing zoning, and height and bulk limits, but would apply specific development and land use regulations unique to Mid-Market. These controls would:

1. Define and regulate active uses for ground floor, basement and mezzanine levels.
2. Apply ground floor, pedestrian-oriented design regulations.
3. Prohibit new adult entertainment uses and massage parlors.
4. Re-define nonprofit uses and consider classifying these uses as community services.
5. Allow community services uses in all of the Mid-Market zoning districts.
6. Create incentive programs for the development of housing, community services space, entertainment, arts and cultural uses and community facilities.
7. Reduce parking requirements for all uses.
8. Allow short-term parking facilities to be a permitted use on specific sites.
9. Establish signage and façade urban design controls/standards.
10. Allow housing in all Mid-Market zoning districts.
11. Create a definition of SRO Units.
12. Allow SROs as a permitted use.
13. Allow for additional accessory living space in Mid-Market's existing commercial buildings.

The Mid-Market Plan would be a long-term project. That is, the building space fostered by implementation of the Mid-Market Plan would be built and occupied over time. This EIR assumes buildout would be complete by the year 2020. Actual new development or rehabilitation activities would occur on a year-by year and site-by-site basis, and full build-out under the Mid-Market Plan may extend the life of the Mid-Market Plan to 2042 or beyond.

The SFRA has identified potential development sites in the proposed Project Area for a development scenario for purposes of environmental analysis. The sites include Development Opportunity Sites (Development Sites) and Rehabilitation Opportunity Sites (Rehabilitation Sites). Development Sites include vacant sites, parking lots, and sites that would be developed after existing buildings were demolished. Development Sites might include sites where new construction would primarily occur, accompanied by retention and re-use of structures, or portions of structures, deemed to be of historic or architectural merit. Rehabilitation Sites include buildings that are considered to have architectural merit or are otherwise suitable for rehabilitation and re-use without major new construction on the site. The project scenario would thus include both new development and rehabilitation/re-use of older structures.

This scenario, as outlined below for total new development by land use, is based on the current zoning controls in the Planning Code and the proposed Mid-Market SUD and on Mid-Market Plan goals for the future mix of uses. The scenario assumes that Development Sites or Rehabilitation Sites would use the full FAR permitted under those zoning controls (generally 6:1 in most of the Project Area. The scenario also assumes that about 35% of the Development Sites would be developed with FAR bonuses, up to 9:1, achievable under current provisions for Transfer of Development Rights from buildings of architectural merit or other bonuses proposed in the Mid-Market Plan, such as for housing. This full use of base FAR and bonuses can be considered conservative; that is, specific development projects might not achieve the total allowable FAR on a given site, because of height and bulk requirements or other design constraints. Therefore, the impact analysis in this EIR may conservatively over-estimate impacts.

Implementation of the Mid-Market Plan would create about 5,125,000 new square feet of development on Development Sites. This new development would encompass approximately 2,800,000 new square feet of housing, 925,000 new square feet of office space, 548,000 new square feet of shared, short-term public parking, 54,000 new square feet of institutional space, 200,000 new square feet of retail space, 325,000 new square feet of hotel uses, and 192,500 new square feet of new theater and art space. The approximate 2,800,000 total square feet of new housing (both affordable and market-rate) would result in about 3,200 dwelling units. These dwelling units would include about 865 studios, 1,040 one-bedroom units, 1,000 two-bedroom units, and 300 three-bedroom units.

The re-use of Rehabilitation Sites would total about 845,000 square feet of rehabilitated building space, including approximately 90,000 square feet of housing, 292,000 square feet of office space, 52,000 square feet of institutional space, 194,000 square feet of retail, 60,000 square feet of hotel, and 159,000 square feet of rehabilitated theater and art space.

The total scenario would thus include about 5,970,000 square feet of new and rehabilitated space: about 2,890,000 square feet of housing, 1,200,000 square feet of office space, 548,000 square feet of shared, short-term public parking, 106,000 square feet of institutional space, 394,000 square feet of retail space, 385,000 square feet of hotel use, and 351,500 square feet of theater and art space.

Redevelopment of specific sites, shown in Figure 3, could include a mix of uses on any given site consistent with controls in the Planning Code and the proposed Mid-Market SUD. The EIR analyzes overall changes in land use in the Mid-Market Project Area, but does not assume detailed plans for specific development sites.

C. MAIN ENVIRONMENTAL EFFECTS

PLANS AND POLICIES (P. 21)

The proposed Mid-Market Plan would foster a mix of development and rehabilitation activities in the Project Area, emphasizing residential, non-profit community-serving organization, arts and cultural, as well as office, retail, hotel and parking uses in the downtown area of San Francisco. The build-out of such uses would generally reflect current land use controls as well as overall growth projections for San Francisco. As shown in Chapter III, Environmental Setting and Impacts and summarized below, implementation of the Plan would create limited significant physical environmental effects

The Mid-Market Plan may result in demolition of some structures potentially eligible for listing as historic resources.

With the Mid-Market Plan growth, MUNI would exceed capacity through the Mission and Other Corridors of the Southeast Screenline. This would be considered a significant adverse effect of the Mid-Market Plan.

Cumulative development beyond that projected with the Mid-Market Plan would result in peak-hour Level of Service E at the Sixth/Harrison and Fifth/Mission intersections. Even with mitigation measures that could be implemented by the City and County of San Francisco, this cumulative significant effect may not be avoidable. Development under the Mid-Market Plan would contribute to this unavoidable cumulative significant effect.

In 2020, "All Other Lines" corridor in the Southeast Screenline, MUNI would operate at 108 percent of capacity; growth under the Mid-Market Plan would contribute to this significant cumulative effect.

LAND USE (P. 30)

The Mid-Market Plan identifies development scenarios for new development or rehabilitation of older structures on opportunity sites. Proposed land uses would include affordable and market-rate housing, affordable and market-rate office, parking, institutional, retail, hotel, and theater/arts uses. The proposed Mid-Market Plan is intended to improve neighborhood character, by eliminating blight in the Project Area, and in-fill development and rehabilitation of existing structures. It is possible that some of the proposed land use changes could occur without implementation of the Mid-Market Plan. However, private enterprise or City actions, working together or alone, would not be expected to achieve the land use changes necessary to eliminate economic and physical blight within the Project Area. Implementation of the Mid-Market Plan would upgrade the overall economic and physical conditions of the Mid-Market corridor.

The Mid-Market Plan would provide for mixed-use development on most opportunity sites, in an area of the City that is already developed with a mix of land uses. The Redevelopment Plan would not introduce any new land uses to the Project Area. Implementation of the Mid-Market Plan would intensify activities and residential and employee population in the Project Area. Such land use changes would be considered a beneficial impact. The proposed changes would not physically divide an established community.

POPULATION, EMPLOYMENT, AND HOUSING (P. 43)

About two million square feet of existing buildings would be replaced by new development in the Project Area. An estimated existing 1,500 jobs would be displaced by this development, and about 6,900_new jobs would be created. Thus, the net new jobs in the area would be about 5,400 jobs after accounting for displaced existing employment.

With the proposed Redevelopment Plan, total potential employment in the Project Area would increase by approximately 40 percent from about 10,500 jobs at present to about 15,900 jobs in 2020. The estimated 5,400 net new jobs projected as a result of the plan represents about four percent of the new jobs anticipated to be added in San Francisco as a whole between 2000 and 2020. Thus, the proposed Mid-Market Plan would not induce substantial growth or concentration in employment that would cause a substantial adverse physical change to the environment.

As a result of the Mid-Market Plan, approximately 3,200 new housing units would be constructed in the Project Area by 2020, increasing the existing housing by about 200 percent from the current 1,600 housing units in the Project Area. At least 15 percent of new housing would be affordable, as required by the Community Redevelopment law. Relative to growth in San Francisco, as a whole, the 3,200 units represent 15 percent of the housing growth forecasted by ABAG for the 20-year period. Therefore, a relatively large share of housing growth in San Francisco would occur in the Project Area.

The resident population of the Project Area would increase from about 3,000 people in 2000 to approximately 9,700 by 2020. The increase represents growth in the Project Area, but in the context of the overall City, would not be a significant increase. The approximate 3,200 housing units represent the growth, about a one percent increase in the overall housing stock in the City. Averaged over the 20 years, would be about 155 units a year. This growth would be possible with the combination of redevelopment and other funding sources for affordable housing combined with a continued demand for market-rate housing.

Businesses and residents are likely to be displaced by redevelopment efforts. The SFRA is required to comply with the provisions of California Community Redevelopment Law and the

State Relocation Assistance Program which include financial assistance to relocate displaced residents and businesses of the area as well as assistance in finding decent, safe, and sanitary housing. Any low- and moderate-income housing removed due to Redevelopment Plan implementation must be replaced within four years of its removal (*Health and Safety Code* Section 33413(a)).

URBAN DESIGN AND VISUAL QUALITY (P. 54)

The urban design character of the proposed Project Area includes areas ranging from high-rise development and older smaller-scale buildings in the Market Street corridor, as well as vacant sites South of Market or along Mission Street. Implementation of the Plan would be consistent with the overall patterns of varied building types.

Development Opportunity Sites would be developed consistent with existing *Planning Code* and proposed Mid-Market Special Use District (SUD). The SUD would also include land use and design controls. The Mid-Market Plan would also facilitate re-use of structures identified on Rehabilitation Opportunity Sites. Reuse of those buildings would retain existing architectural character and scale, and in some cases, replace or remove architectural features removed in the past. Such activities would maintain and enhance the existing visual character of the Project Area.

Potential development associated with the proposed Mid-Market Redevelopment Plan, would change views of now-vacant sites, parking lots or older, smaller buildings, but would not degrade or obstruct scenic views of Twin Peaks to the west, the Ferry Building or San Francisco Bay to the east, or scenic views from public areas including United Nations Plaza or Hallidie Plaza along Market Street.

SHADOW AND WIND (P. 73)

Shadow

The proposed Mid-Market Plan would incorporate existing *San Francisco Planning Code* controls that apply to the Project Area, and new development in the Project Area would be subject to *Planning Code* Sections 146, 147, and 295, regarding new shadows. New structures proposed over 40 feet in height would be subject to Section 295 review of shadow effects on Recreation and Park Department property. Shadow effects of new buildings on the south side of Market Street would be subject to street-wall and setback requirements of Section 146. Effects of new buildings over 50 feet in height on areas such United Nations Plaza or Hallidie Plaza would be subject to review under Section 147, to limit, within the dictates of good design and without unduly restricting development potential to new shade on public open space. Review of such projects under *Planning Code* requirements, including shadow studies to determine potential effects on open space and sidewalks, would avoid substantial adverse shadow effects on open space in the Project Area and vicinity.

Wind

In developed areas, buildings that are about 100 feet or more in height can redirect wind flows around buildings and divert winds downward to street level, which can result in increased wind speed and turbulence at street level. The extent and magnitude of wind effects caused by new buildings in the area would depend on the actual design, height, bulk, placement of each specific structure in relationship to prevailing winds, adjacent buildings, streets, and open space areas. To provide a comfortable wind environment, the *Planning Code* Section 148 includes specific criteria for pedestrian areas, seating areas, and establishes a wind hazard criteria to be used in evaluating proposed projects in the Downtown Commercial (C-3) District. Construction over a height of 100 feet would be allowed on a number of the Opportunity Sites, and specific buildings within the Project Area could adversely affect the street-level wind environment. Much of the Project Area is within the C-3-G District. As such, the standards of *Planning Code* Section 148 would apply to each specific project. Future evaluation would focus on the potential for generation of hazardous winds and would evaluate the need for windbreak features or further detailed wind-tunnel studies of proposed structures. Because the building design and appropriate review process for a specific project would require a wind analysis and would address any hazardous wind effects, no significant impact would be expected to occur with implementation of the Mid-Market Redevelopment Plan.

CULTURAL RESOURCES (P. 79)

The potential exists for discovering currently unknown subsurface prehistoric cultural deposits anywhere within the Project Area. There appears little likelihood that historical archaeological deposits dating from the Spanish or Mexican periods would be found within the Project Area. Historical and archaeological resources from the second half of the nineteenth century are likely still buried beneath the ground surface, particularly in areas which have remained vacant since 1906 of where temporary post-1906 structures have stood, or below still-standing twentieth-century buildings that do not have basements. Projects implemented under the Redevelopment Plan would be subject to archaeological archival studies, and appropriate testing, monitoring or recovery requirements that would avoid significant adverse impacts on sub-surface cultural resources.

Three Opportunity Sites 1, 2, and 4 contain buildings identified as potential historic sturctures. Structures on these Opportunity Sites could be subject to demolition as part of implementing the Mid-Market Plan. Unless further detailed review found that the structures did not meet historic eligibility criteria, demolition of any of those buildings would be considered a significant environmental impact on an historic resource. These Development Opportunity Sites, however, may result in projects that could retain all or parts of those potential historic structures, and avoid that adverse effect.

Six of the Rehabilitation Opportunity Sites (A, B, F, J, L, and N) contain designated historic structures. These structures would be expected to be retained, restored or rehabilitated as part of future development in the Project Area. If such reuse plans met the Secretary of the Interior's *Standards for Rehabilitation of Historic Structures*, then that specific development would avoid a significant adverse effect on an historic resource. On a case-by-case basis, some Rehabilitation Site historic structures may be subject to demolition if, for example, an existing condition precluded safe or economic re-use. If a historic structure were demolished or substantially altered, then this would be considered a significant environmental impact on an historic resource.

TRANSPORTATION (P. 101)

Traffic Impacts

The transportation analysis for this EIR reviewed 19 intersections serving the Project Area; 18 of the 19 study intersections operate at acceptable levels of service in the PM peak hour (LOS D or better); Harrison/Essex currently operates at congested LOS F. Under the Existing-plus Mid-Market Plan conditions, most intersections would continue to operate at the same LOS. Sixth/Brannan would change from LOS D to LOS E; mitigation to adjust signal timing would avoid this adverse project effect. Under Future (2020) Cumulative Conditions, Sixth/Brannan would deteriorate further to LOS F and Fifth/Mission would deteriorate from LOS D to LOS E; no mitigations have been identified that would improve the LOS to D. The Mid-Market project effect at the Brannan/Sixth and Fifth/Mission intersections would be a considerable contribution to significant cumulative adverse effect.

Transit Impacts

Development under the Mid-Market Plan would generate approximately 4,450 weekday PM peak-hour transit trips. These transit trips would be spread over 36 MUNI bus lines, BART, SamTrans, Caltrain, AC Transit, and Golden Gate Transit. MUNI generally has capacity available to accommodate the additional transit trips at most screenlines. However, with the Mid-Market Plan, MUNI would exceed capacity through the Mission and Other Corridors of the Southeast Screenline. This would be considered a significant adverse project effect. This may cause some transit riders in this corridor to shift to BART, which would have capacity on the Mission Street corridor. Other riders would not be able to use BART conveniently and crowding on MUNI bus lines during the peak of the peak would increase.

Transit ridership for the Cumulative 2020 condition is projected to increase about 21,870 to about 26,120 passengers at the MUNI screenlines; capacity is projected to increase to about 29,660 passengers. While overall peak-hour MUNI ridership would be less than projected capacity at screenlines, projected ridership is expected to approach capacity at the Southeast and Southwest Screenlines. In 2020, the "All Other Lines" corridor in the Southeast Screenline, MUNI would operate at 108 percent of capacity; growth under the Mid-Market Plan would contribute to this significant cumulative effect.

For 2020 conditions, all carriers except BART would operate with sufficient capacity to accommodate demand. For the 2020 Cumulative conditions, BART to the East Bay would operate at 129 percent, approaching the 135 percent load standard. BART trips to the South Bay would increase from about 3,200 to 14,400 trips. This future demand (attributable in part to BART extensions to Millbrae and San Francisco International Airport by early 2003.) would result in crowded conditions on BART during the PM peak hour in the outbound direction. It is likely that this overcrowding would cause some passengers shift to alternative transit modes, including Caltrain and SamTrans to the South Bay and AC Transit to the East Bay, all of which would have sufficient capacity in the future. Transit ridership on MUNI and other regional carriers would change over 20 years, and service or capacity changes could occur to accommodate the ridership increases.

Pedestrian Impacts

During the weekday PM peak hour increases in projected pedestrian traffic would not cause significant impacts on existing sidewalks or at crosswalks. Increases in pedestrian volumes could potentially increase conflicts between pedestrians and vehicles making right turns, especially along major pedestrian streets, such as Market and Mission Streets. This conflict could potentially cause additional delays for right-turn vehicles or pose a danger to pedestrians.

A crosswalk pedestrian LOS analysis was performed for the eight crosswalks at the intersections of Market/Fifth Streets and Market/Sixth Streets. All eight crosswalks would continue to operate at LOS B or better with the addition of development in the Project Area, indicating the existing crosswalks are wide enough to handle the additional pedestrian volumes.

Bicycle Impacts

Because bicycle volumes on most study streets are relatively low in comparison with vehicle traffic, it is not anticipated that the Project would have a significant negative impact on bicycle conditions in the project vicinity. Most bicyclists would be expected to continue using the existing bicycle lanes and routes. Increases in traffic volumes may adversely influence the safety of bicycling in some potential areas. Intersections with relatively heavy turning movement volumes as well as those at freeway access ramps generally require greater safety awareness by both bicyclists and motorists.

Parking Impacts

Implementing the Mid-Market Plan would include about 1,685 new parking spaces for shared, short-term public use. Development of Opportunity Sites would displace about 940 parking spaces in the Project Area. The net increase in public parking spaces would thus be 750 spaces. Under Existing-plus-Project conditions, there would be a parking shortfall of approximately 2,200 spaces (2,900 spaces of demand minus a net increase of 750 spaces) in the Project Area. Parking demand in the Project Area could be less due to potential shared parking arrangements. In addition to public spaces, if potential residential developments were to provide one space per unit, a shortfall of approximately 755 parking spaces (3,865 space demand for the 3,110 units) for residential uses could result. This shortfall would be likely to occur during weekday evenings and weekends when residents were at home. Residential uses could provide fewer than one space per unit, with related effects on parking supply. However, the Project Area would be expected to provide sufficient parking spaces on-street and off-street in the evening and during weekends, and there would be opportunities for shared parking available to residential uses.

AIR QUALITY (P. 134)

Increases in vehicle miles traveled are estimated to be lower in the future than the rate of increase in population for San Francisco. This is consistent with the current *1997 Clean Air Plan* population and growth assumptions for vehicle miles traveled. This shows consistency of the Mid-Market Plan with the *San Francisco General Plan* and the *1997 Clean Air Plan.*

Traffic due to implementing the Mid-Market Plan could result in localized "hot spots" or areas with relatively high concentrations of carbon monoxide (CO) emissions around stagnation points such as major intersections and heavily traveled and congested roadways. Congestion at intersections that operate at an LOS D or worse would generate maximum roadside concentrations of approximately 7.8 parts per million of CO on a one-hour basis and 5.4 parts per million of CO on an eight-hour basis. These concentrations would not violate state or federal CO standards, and thus would not be considered significant.

Demolition and excavation activities, construction vehicle travel on unpaved ground, and wind blowing over exposed earth surfaces would generate fine particulate matter (PM_{10}). These emissions could lead to violations of federal and state ambient PM_{10} standards at nearby sensitive receptors. The Bay Area Air Quality Management District (BAAQMD)-approved program of mitigation measures would reduce PM_{10} emissions.

All regional emissions of reactive organic gases and NO_x contribute to cumulative regional increases in ozone levels of the Mid-Market Plan would not be expected to have any significant air quality impacts. The Mid-Market Plan would also not conflict with relevant objectives in the Air Quality Element of the *San Francisco General Plan.*

NOISE IMPACTS (P. 145)

Construction activities in the Project Area would be conducted in compliance with the *San Francisco Noise Ordinance* (Article 29, *San Francisco Police Code).* Section 2908 of the *Noise Ordinance* prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. Compliance with the *Noise Ordinance* would reduce any impacts to a less-than-significant level.

New land uses included with the potential development resulting from implementing the Redevelopment Plan may introduce a variety of stationary sources of noise including electrical and mechanical air conditioning equipment, most of which would be located on rooftops. Noise levels from operation of equipment would result in an increase of ambient noise levels that would be less than significant. Traffic increases associated with the potential development resulting from implementing the Redevelopment Plan and with cumulative development would not cause significant increased traffic noise.

Existing traffic noise levels at most of the study locations near residential uses are high enough (above 65 dBA on the exterior of the building) for the *San Francisco General Plan*

Environmental Protection Element to discourage new residential developments unless noise reduction features are included in their designs. New residential buildings are required to meet interior noise standards established in Title 24 of the *California Code of Regulations* and therefore include noise insulation based on existing noise levels at these sites. Implementation of the Mid-Market Plan could result in new or expanded entertainment uses in proximity to new residential buildings. Entertainment activities, such as nightclubs or theaters, could result in noise disturbance from music, sidewalk crowds or vehicles during evening or night-time periods. While those noise conditions may disturb residents occupying new buildings in the vicinity, noise effects would be limited by the noise insulation requirements for new residential construction, project review requirements for entertainment uses in the Project Area, and enforcement of the San Francisco Noise Ordinance. These noise conditions would not be considered a significant adverse impact.

HAZARDOUS MATERIALS (P. 155)

Implementation of the Mid-Market Plan would encourage growth and expansion of existing and new businesses, and if any of these businesses currently generate hazardous substances, they could possibly increase production of hazardous materials and hazardous wastes. Any increase in quantities of hazardous substances could increase the potential for exposure to workers, the public, and the environment. When handled properly and when used in compliance with permitted and other regulatory requirements, hazardous substances do not necessarily pose a human health concern or a threat to the environment. Although the risk of upset can never be completely eliminated, any future production or generation of hazardous materials would not be expected to create a public health or environmental hazard if adequate safety precautions are employed. This impact would be considered less than significant.

Because the extent of demolition or renovation that would occur due to the implementation of the Mid-Market Plan is unknown, and the location and quantity of hazardous building materials within the Project Area is also unknown, the specific potential for worker and public exposure to hazardous building materials cannot be evaluated at this time. Potential exposure to hazardous materials must be evaluated on a case-by-case basis and would be subject to appropriate regulatory oversight.

Based on the nature and extent of identified sites containing hazardous materials as well as historical and current land uses within the Project Area, the potential exists to encounter hazardous substances in the subsurface during any excavation and grading activities. Contaminated material may require special handling and disposal requirements if removed from the site. If hazardous substances were encountered during implementation of the Mid-Market Plan, the need for site investigations and remediation would be determined on a case-by-case basis by the appropriate regulatory agency.

GEOLOGY (P. 170)

The Project Area is already a developed urban area, and probable future renovation or replacement of existing structures would not change the geological, soil, or seismic environment of the area. In its review of the building permit application for development in the Project Area, the Department of Building Inspection would require the project sponsor to prepare geotechnical reports to assess the nature and severity of the hazards at the site and to recommend project design and construction features that would reduce those hazards. One or more geotechnical (foundation) investigations by a California-licensed geotechnical engineer would be included as part of the project. Future project sponsors would follow the recommendations of the final geotechnical reports regarding any excavation and construction for the project, including the types of foundation necessary to support various project elements. To ensure compliance with all current San Francisco Building Code provisions regarding structural safety, the Department of Building Inspection would review the geotechnical report and building plans for the proposed project, and determine the necessary engineering and design features to reduce potential damage to structures caused by groundshaking and liquefaction or other hazards. In this way, avoidance of potential damage to structures from geologic hazards would be ensured through the Department of Building Inspection requirements.

PUBLIC SERVICES (P. 179)

Physical improvements to the Project Area could help lessen illegal activities in the Project Area through the increase of housing and residents, and a revitalized commercial area and theater district: the Mid-Market Plan would not have an adverse effect on public services or emergency medical services, and may have a beneficial effect.

Residential growth with the Redevelopment Plan would generate additional school-age children. The San Francisco Unified School District would be able to accommodate this student growth with existing or planned facilities.

UTILITIES (P. 185)

Implementation of the Redevelopment Plan would create new and rehabilitated space. Water, wastewater, and other utilities and services would have adequate capacity to accommodate growth in the Project Area.

GROWTH INDUCEMENT (P. 193)

The proposed Redevelopment Plan encompasses a built-out urban area. No expansion to municipal infrastructure not already under consideration would be required to accommodate new development directly or indirectly induced by the proposed plan.

Not all of the approximate 5,400 net new jobs that would be anticipated to be created by implementation of the Redevelopment Plan would be held by existing San Francisco residents. The proposed Redevelopment Plan is expected to result in development of about 3,200 new housing units so that the Plan would expand the City's housing supply. This number could be less, depending on the success of the various programs that would be implemented as part of the proposed Redevelopment Plan.

D. MITIGATION MEASURES (P. 195)

The analysis in Chapter III identifies potential significant environmental effects that could occur from development under the proposed Mid-Market Plan. Most of those significant adverse effects could be reduced or eliminated through implementation of mitigation measures included in this Chapter. Those measures would be carried out as part of specific project review. As noted in the Project Description, Chapter II, development proposals in the Project Area would be reviewed by the San Francisco Planning Department; mitigation measures would included as part of project plans, or required under Conditional Use or other approval processes. The following summarizes mitigation measures and improvement measures that would reduce adverse environmental effects not otherwise identified as significant environmental impacts.

CULTURAL RESOURCES

Archaeological Resources

Measure A.1 would be included with project sites on which the likelihood of occurrence of sub-surface resources would be low. Because there would still be a potential for accidental discovery of such resources, Measure A.1 would require appropriate response and reporting if such resources were accidentally discovered during project construction activities. Measure A.2 would be included for projects where there would be a reasonable presumption that resources may be present; archaeological monitoring and reporting would be undertaken during project construction that could disturb archaeological resources. This measure would apply to Opportunity Sites 1-3, 5-7, 12, 13, 15, 16, 18, and 20-22 listed in Section III.F, Cultural Resources. Measure A.3 would be included for projects where there would be a higher potential for presence of sub-surface resources; pre-construction testing and monitoring and reporting would be undertaken. This measure would apply to Opportunity Sites 4, 8-11, 17, 19, and 24 listed in Section III.F, Cultural Resources, Table 8.

While Rehabilitation Opportunity Sites listed in Section III.F, Cultural Resources would have potential presence of sub-surface archaeological resources, appropriate mitigation measures would depend upon the extent of rehabilitation activities that could affect sub-surface conditions. Many such projects would not require excavation or other sub-surface construction. Mitigation measures would be applied on a project-by-project basis.

Mitigation Measures A.1-A.3 would also require recovery and reporting of sub-surface resources, if such cultural resources were encountered during project construction. Implementation of Measures A.1, A.2, or A.3 would avoid significant adverse effects on sub-surface archaeological resources.

Historic Resources

Measures A.4 and A.5 are identified for removal and replacement of existing Properties Designated by Article 11 of the San Francisco Planning Code: Properties designated as Significant Buildings. Measure A.4 would require the project sponsor to prepare, or cause to be prepared, documentation of the historic resource. The project sponsor in consultation with the Landmarks Preservation Advisory Board would select the level of documentation from the four levels described in the Secretary of the Interior's Standards for Architectural and Engineering Documentation and Guidelines for Architectural and Engineering Documentation. Measure A.5 would require appropriate level of data collection, preparation of drawings, and photography based on the historic significance of the historic resource.

For properties within proposed development sites that possess or appear to possess historic significance, removal would constitute a significant adverse impact under CEQA. As the physical destruction or demolition of a historic resource is a substantial adverse change in the significance of an historical resource, any project that would result in such impacts would have a significant effect on the environment. The identified Mitigation Measures A.4 and A.5, would not reduce the impact to less than significant, and therefore the impact would remain a significant effect on the environment

Mitigation Measures A.6 and A.7 are identified for rehabilitation of properties designated by Article 11 of the San Francisco Planning Code: Properties designated as Significant Buildings. The project sponsor is required to have prepared a historic structure(s) report (HSR) for the historic resource by a licensed architect before undertaking a rehabilitation project in the Project Area. The HSR would set forth the history of the resource, describe its existing condition, make recommendations for repair, rehabilitation, replacement, reconstruction, and other treatments based on the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

Mitigation Measure A.7 is identified for rehabilitation of all other historic properties. Prior to undertaking a rehabilitation project, the project sponsor would prepare, or cause to be prepared, a historic structure(s) report (HSR) for the historic resource. The HSR would set forth the history of the resource, describe its existing condition, make recommendations for repair, rehabilitation, replacement, reconstruction, and other treatments based on the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.

With these measures, projects resulting from implementing the Mid-Market Plan could be mitigated to a less-than-significant level.

TRANSPORTATION

The transportation mitigation measures in Chapter IV, Mitigation Measures would require implementation by the Department of Parking and Traffic or other City agencies. These measures would not be implemented through approval of site-specific development.

Under the Existing plus Mid-Market scenario, the intersection of Sixth/Brannan, would deteriorate to an unacceptable peak-hour LOS condition from LOS D to LOS E. Under Measure B.1, the Department of Parking and Traffic would adjust the signal operation. The resulting LOS would be D, an acceptable peak-hour condition.

Under future cumulative conditions, four intersections would operate at LOS E or F during peak hours. Based on the Mid-Market Plan contributions to the traffic movements that determine overall LOS at these intersections, the project would contribute a significant cumulative impact at the intersections of Fifth/Mission and Sixth/Brannan. Measure B.2 would adjust signal timing at Fifth Street and Mission Street and would result in LOS D, and acceptable level of service, but could still result in LOS E. Measure B.3 would adjust signal timing to improve LOS conditions at Sixth Street and Mission Street, but would still result in LOS E, an unavoidable cumulative adverse traffic impact.

Construction impacts would be temporary and of short-term duration, and would not be significant adverse impacts. Measures B.4 and B.5 would be improvement measures to address temporary construction traffic conditions and would be applied on a project-by-project basis. Measure B.4 limits construction traffic to occur during weekdays to off-peak traffic hours. In addition, Measure B.5 would require the project sponsor and construction contractor to meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, and the Planning Department to determine feasible traffic mitigation measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project

AIR QUALITY

Measure C.1 addresses impacts upon air quality due to dust emissions during construction. The Bay Area Air Quality Management District's (BAAQMD) Guidelines would be implemented by the construction contractors. This would avoid significant adverse construction air quality effects.

NOISE

Measure D.1 would require construction contractors to predrill holes to the maximum depth and use noise shielding and muffling devices during any pile driving necessary to install foundations, and be consistent with San Francisco Police Code for pile driving activities. Construction noise effects would be mitigated to a less-than-significant level.

HAZARDOUS MATERIALS

Measures E.1 through E.4 would address effects from possible hazardous materials contamination. Measure E.1 would require stormwater be collected and tested in sumps to hold water for treatment or discharge to the sewer of disposed of as hazardous waste. To minimize the possibility of environmental contamination in the event of an accidental spill, Measure E.2 would require all new hazardous material storage and handling areas would be situated on sealed, reinforced concrete surfaces. Areas that store hazardous liquids would be enclosed by walls or berms, and a roof would cover all loading and unloading areas to reduce the risk of rain-associated accidents and reduce the amount of storm water that needs to be collected and tested. Measure E.3 would require, for development of a potentially contaminated site, a Phase I Environmental Site Assessment (ESA) to evaluate the potential existence or sources of contamination as well as the potential for contamination of the site or sites in the vicinity by hazardous substances. Based upon findings of the Phase I ESA, Measure E.4 would require detailed site investigations to investigate potential presence of hazardous substances would be performed on any proposed development site where hazardous substances are suspected. If levels of hazardous substances are found to pose a threat to human health or the environment, a Site Mitigation Plan would be prepared to address the site remediation and submitted to San Francisco Public Health Agency, Regional Water Quality Control Board or Department of Toxic Substance Control for approval. If groundwater contamination is involved, permits will be required from RWQCB for discharge of treated water to the Bay, or from the San Francisco Public Works Department for extracted water to be discharged to the public sewers. If soils containing hazardous materials are excavated, the BAAQMD may impose specific requirements to protect ambient air quality from dust or other airborne contaminants. Implementation of the Site Mitigation Plans would avoid significant adverse effects.

E. ALTERNATIVES (P. 215)

The EIR evaluates two alternatives to the proposed Redevelopment Plan. The first is the No Project Alternative – Existing Controls that assumes that no redevelopment plan would be implemented in the Project Area. Development would still occur, but at about 40 percent of the level identified for the proposed Redevelopment Plan. The second alternative assumes that a redevelopment plan would be implemented, but only 80 percent of the development would occur over a 20-year build-out period compared to the proposed full build-out analyzed for the Redevelopment Plan.

NO PROJECT ALTERNATIVE – EXISTING CONTROLS

The No Project Alternative assumes that the Redevelopment Agency would not adopt and implement the Mid-Market Plan. Development that would take place in the Project Area would proceed without the participation of the SFRA and the incentives of the Redevelopment Plan.

Additional business and housing growth would still occur within the Project Area; however, it would be created without the businesses, housing, or other incentives as provided by the proposed Mid-Market Plan. Housing, office and cultural activity space would also be expected to have more limited growth potential with the No Project Alternative (see Table S-1).

TABLE S-1
PROPOSED AND ALTERNATIVE LAND USE CHANGE IN THE PROJECT AREA

	Redevelopment Plan Projections	No Project, Alternative - Existing Controls	80% Growth Alternative
Housing	2,800,000	1,120,000	2,290,000
Office	925,000	370,000	740,000
Institutional	54,000	21,600	43,200
Retail	200,000	80,000	160,000
Hotel	325,000	130,000	260,000
Theater and Arts	193,000	77,200	154,400
TOTALS	5,125,000	2,050,000	4,100,000

Note: Gross square feet of development, rounded

Source: San Francisco Redevelopment Agency; EIP Associates; Pittman & Associates

Growth that would be expected to occur without the Mid-Market Plan was estimated by using annual growth rates rather than an assuming development of specific opportunity sites. Citywide, jobs are expected to grow at a 0.8 percent annual average rate for the next 20 years. Applying this growth rate to the Project Area would result in job growth of about 1,800 jobs, by 2020 compared to 5,390 new jobs by 2020, projected with the Redevelopment Plan.

While no adverse effects on population and housing would result from the No Project Alternative, Mid-Market Plan would not occur. This alternative would not contribute to the overall improvement of the jobs/housing balance by increasing the residential population more than increasing the number of employees, as would the Redevelopment Plan. Without a redevelopment plan with its financing, private enterprise or City actions, the City would not achieve the land use changes necessary to eliminate economic and physical blight within the Project Area.

The Mid-Market Plan would not have significant adverse visual effects. Reduced development under the No Project Alternative would also not have significant visual quality effects. Potential project-specific adverse shadow or wind effects with the No Project Alternative would be subject to similar mitigation as with the Redevelopment Plan.

Impacts to subsurface cultural resources would be expected to be similar with the No Project Alternative as with the proposed Redevelopment Plan because less new development with subsurface excavation would be expected to occur. Site-specific effects would be avoided with mitigation as with the proposed Redevelopment Plan.

The impacts to historic and architectural resources that could occur under the No Project Alternative would be generally similar to those of the proposed Redevelopment Plan. Individual projects that would otherwise occur without assistance of the proposed Mid-Market Plan would continue to pose potential adverse impacts to historic resources in the Project Area. Existing procedures required for development that might affect National Register or State Register eligible properties, City Landmarks, Significant Buildings identified by the *Planning Code,* would continue to offer protection to historic resources.

Less-than-significant traffic, transit, parking, pedestrian, bicycle, and loading conditions would occur with the proposed Mid-Market Plan or with the No Project Alternative. The level of service would degrade on many of the Projects Area intersections under cumulative conditions. These significant cumulative effects would be essentially the same with the No Project Alternative as with Redevelopment Plan conditions.

Construction-related dust and equipment emissions would occur with the No Project Alternative, although at about 40 percent of similar emissions that would occur due to implementing the proposed Mid-Market Plan. Both would result in less-than-significant construction-related emissions by implementing mitigation measures required by the BAAQMD.

Regional vehicular emissions associated with long-term Plan-related traffic would be at about 40 percent of those emissions with this alternative, both which would result in less-than-significant effects. Localized carbon monoxide concentrations would not be significant in the future, with or without the Redevelopment Plan, due to technological improvements in emissions control.

EIGHTY PERCENT DEVELOPMENT ALTERNATIVE

The Eighty Percent Development Alternative would implement the proposed Mid-Market Plan in the Project Area. As discussed in Chapter II, Project Description, the land use scenario with implementation of the Mid-Market Plan is conservative and assumes maximum floor-area buildout on Development Opportunity Sites and Rehabilitation Opportunity Sites. This alternative assumes that actual buildout under the Plan would be at 80 percent of the project scenario. The 80 percent Alternative is intended to identify whether a reduced level of buildout in the Project Area would effect conclusions regarding significant environmental effects. The alternative is not under consideration as a revised or more limited approach to the Mid-Market Plan. As with the Mid-Market Plan, additional growth would occur within the Project Area; however, either 1) fewer controls or incentives would be introduced into the Project Area or 2) the actual level of development due to Redevelopment Plan implementation could be less than estimated.

The Eighty Percent Development Alternative would result in an increase of about 4,300 net new jobs (or about 5,800 total jobs) within the next 20 years compared to an increase of about 5,390 net new jobs (or about 6,890 total new jobs) with the proposed Redevelopment Plan. This alternative would increase the number of households by about 3,690 in 2020, compared to an increase of about 3,300 with the proposed Redevelopment Plan. The total residential population in the Project Area would increase to about 8,400 with this alternative compared to about 9,700 with the proposed plan. About 5,300 new residents would live in the Project Area compared to about 6,600 new residents with the Redevelopment Plan. While no adverse effects on population and housing would result from the Eighty Percent Development Alternative, fewer beneficial impacts associated with the business and housing development of the proposed Redevelopment Plan would occur.

The Mid-Market Plan would not have significant adverse visual effects. Reduced development under the No Project Alternative would also not have significant visual quality effects.

Potential project-specific adverse shadow or wind effects with the No Project Alternative would be subject to similar mitigation as with the Redevelopment Plan.

Impacts to subsurface cultural resources would be expected to be similar with the Eighty Percent Development Alternative as with the proposed Redevelopment Plan.

The impacts to historic and architectural resources that could occur under the Eighty Percent Development Alternative would be generally similar to those of the proposed Redevelopment Plan. About 80 percent of the individual projects that would occur with implementation of the proposed Redevelopment Plan would occur with this alternative so that potential adverse impacts to historic resources in the Project Area would be expected to be less. Existing procedures required for development that might affect National Register or State Register eligible properties, City Landmarks, Significant Buildings identified by the *Planning Code,* would continue to offer protection to these historic resources. Because about 20 percent less development is expected to occur with the Eighty Percent Development Alternative compared to the proposed Redevelopment Plan, this alternative could lead to a reduced potential for the total number of cultural resources that could be affected.

Less-than-significant traffic, transit, parking, pedestrian, bicycle, and loading conditions would occur with the proposed Redevelopment Plan or with the Eighty Percent Development Alternative. The level of service would degrade on many of the Project Area intersections under cumulative conditions. These significant cumulative effects would be essentially the same with the Eighty Percent Development Alternative as with Mid-Market Plan conditions.

Construction-related dust and equipment emissions would occur with the Eighty Percent Development Alternative, although at about 80 percent of similar emissions that would occur due to implementing the proposed Redevelopment Plan. Both would result in less-than-significant construction-related emissions by implementing mitigation measures required by the BAAQMD.

Regional vehicular emissions associated with long-term Plan-related traffic would be at about 80 percent of those emissions with this alternative, both which would result in less-than-significant effects. Localized carbon monoxide concentrations would not be significant in the future, with this alternative or with the Redevelopment Plan, due to technological improvements in emissions control.

Few noise incompatibility problems were identified in the Project Area, as little industrial development can be found. The Project Area contains a number of night-time activities, however, including theaters in or near the Project Area. Currently, some residential uses are immediately adjacent to theaters. This situation would most likely continue under the Eighty Percent Development Alternative. With implementation of the Redevelopment Plan, more housing would be constructed adjacent to theaters than with this alternative, which could increase the potential for noise conflicts due to nighttime activities at the theaters.

F. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

Preparation of the EIR identified the following areas of controversy or unresolved issues regarding the proposed Mid-Market Redevelopment Plan.

- Development of sites in the proposed Project Area that could result in demolition of potential historic structures.
- Resolution of overall the land use mix that would be fostered by the proposed Redevelopment Plan, including the amount and location of parking to be provided in the Project Areas.

II. PROJECT DESCRIPTION

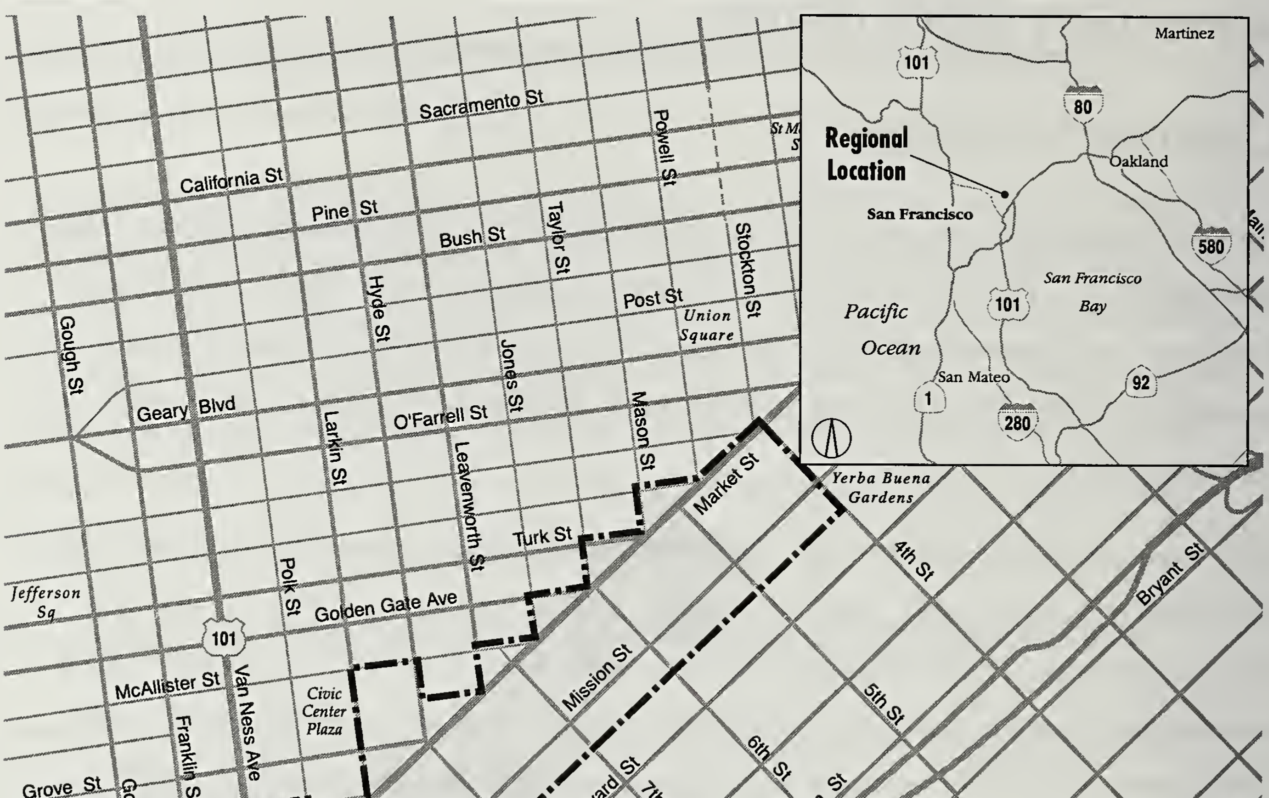
A. PROJECT LOCATION

The San Francisco Redevelopment Agency (SFRA) proposes the Mid-Market Redevelopment Plan (Mid-Market Plan) for the proposed Mid-Market Redevelopment Project Area (Project Area) and a Mid-Market Special Use District (SUD), located in downtown San Francisco, generally from Fifth Street to Tenth Street along the Market and Mission Streets corridor (see Figures 1 and 2).

The Project Area encompasses 14 Assessor's Blocks in portion or in entirety: 341, 342, 350, 355 (North of Market), 3507, 3508, 3509, 3701, 3702, 3703, 3704, 3725, 3727, and 3728 (South of Market). The SUD also includes Assessor's Block 351 (North of Market). Major transportation facilities in the area include Market and Mission Streets, Fifth, Eighth, and Ninth Streets, the BART line below Market Street including the Powell Street and Civic Center BART Stations, MUNI lines running along streets and under Market Street and Golden Gate Transit and SamTrans bus lines. The I-80 and US 101 freeways provide regional access to the Project Area in the Central City and South of Market Area.

B. PLAN SUMMARY

The Mid-Market Plan is a 30-year program that would authorize the SFRA to participate in certain projects and programs seeking to correct or alleviate documented physical and economic blighting conditions in the Project Area. It is proposed as an incremental, urban infill and rehabilitation program for private properties and public facilities within the Project Area. The Mid-Market Redevelopment Plan will be implemented in accordance with its Goals and Objectives and its Projects and Programs (see Appendix B). Its adoption will allow the SFRA to use redevelopment tools conferred on redevelopment project areas by California Community Redevelopment Law. Such tools include the ability to use tax-increment financing to fund both public and private projects and programs that are intended to correct or alleviate blight through community and economic development, to promote the development of housing, and to acquire property for redevelopment in accordance with the applicable redevelopment plan.

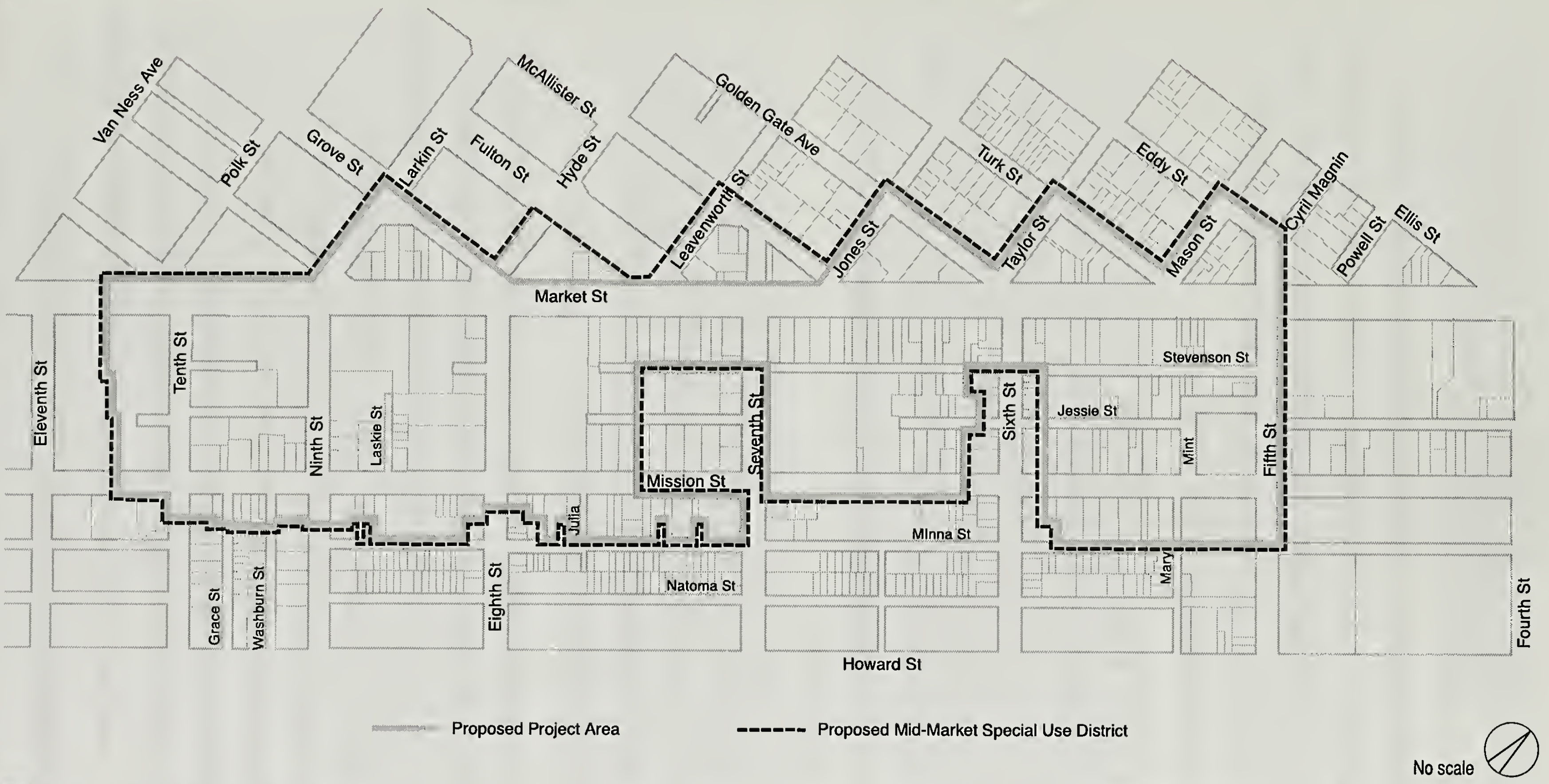

Sacramento St
California St
Pine St
Bush St
Post St
Union Square
Powell St
Stockton St
Taylor St
Hyde St
Jones St
Mason St
Gough St
Geary Blvd
O'Farrell St
Larkin St
Leavenworth St
Market St
Yerba Buena Gardens
Turk St
4th St
Jefferson Sq
Polk St
Golden Gate Ave
101
McAllister St
Van Ness Ave
Civic Center Plaza
Mission St
5th St
Bryant St
Franklin St
Grove St
Gough St
Howard St
7th St
6th St
Harrison St
8th St
80
Brannan St
King St
CALTRAIN
9th St
Folsom St
11th St
10th St
Channel St
Townsend St
280
Duboce Ave
Strauss Plgd
14th St
Martinez
101
80
Regional Location
Oakland
San Francisco
580
San Francisco Bay
Pacific Ocean
101
San Mateo
92
1
280
Survey Area
Proposed Project Area
0
1500 ft (APPROXIMATE)

Source: EIP Associates, Clement Designs

Mid-Market Redevelopment Plan

Project Location

Figure 1


Van Ness Ave
Polk St
Grove St
Larkin St
Fulton St
McAllister St
Hyde St
Leavenworth St
Golden Gate Ave
Jones St
Turk St
Taylor St
Eddy St
Mason St
Cyril Magnin
Powell St
Ellis St
Market St
Eleventh St
Tenth St
Ninth St
Laskie St
Stevenson St
Jessie St
Mint
Fifth St
Sixth St
Seventh St
Mission St
Julia
Minna St
Mary
Eighth St
Natoma St
Grace St
Washburn St
Fourth St
Howard St
Proposed Project Area
Proposed Mid-Market Special Use District
No scale

Source: San Francisco Redevelopment Agency, EIP Associates

Mid-Market Redevelopment Plan

Proposed Redevelopment Project Area and Special Use District

Figure 2

The proposed Mid-Market Plan is designed to encourage and assist in the development of a more land-use intensive mixed-use district than currently exists with a special emphasis on increasing the ratio of residential development to other land uses; expanding existing arts, cultural and entertainment activities; aiding existing businesses and attracting new commercial development; and rehabilitating existing commercial and residential space in historic buildings. In addition, the Mid-Market Plan calls for the development and rehabilitation of affordable housing units and affordable community-service office space.

To support the Project Area's growth in residential population, businesses, and employees, and to serve city-wide and regional needs, the Mid-Market Plan proposes additional facilities to house civic, social and cultural services and activities and public capital improvements with an emphasis on upgrading public streetscapes and transit facilities. The Mid-Market Plan also proposes creating a shared community parking system and removing minimum on-site parking requirements. A limited number of shared, short-term public parking facilities are proposed in strategic locations within the Project Area.

The achievement of the Mid-Market Plan's revitalization goals for the Project Area will necessitate a collaborative effort between the SFRA and City departments. Redevelopment tools and resources will be used in conjunction with the tools and resources of local, state and federal agencies to maximize the effective use of public funds.

The *Planning Code*, as it is amended from time to time, will govern development within the Project Area. The *Planning Code's* zoning regulations, as applied to the Project Area's existing zoning designations, will control land development in the Project Area. Similarly, the permitting processes delineated in the *Planning Code* will also apply. Existing zoning designations currently allow the mix of land uses the Mid-Market Plan promotes. The approximately 14-block Project Area is within the C-3-G, C-3-R, C-3-S, C-M, RC-4, RSD, SLR, and P Zoning Use Districts, and is within the OS, 40-X, 65-X, 80-T, 80-X, 85-X, 90-X, 110-X, 120-F, 120-T, 120-X, 150-S, 150-X, 160-F, 160-M, 180-S, 200-S, 240-S, and 320-S Height and Bulk Districts. In addition, a Mid-Market Special Use District (SUD) is proposed to further facilitate the achievement of the Mid-Market Plan's Goals and Objectives. The proposed Mid-Market SUD is an overlay to be incorporated into the *Planning Code* that will contain additional development incentives and restrictions.

The Mid-Market Plan will authorize the SFRA to collaborate with City departments in financing public improvements within the Project Area. It will also enable the SFRA to pursue public/private and public/nonprofit partnerships to help implement the Mid-Market Plan. The Mid-Market Plan will authorize the SFRA to use the tools of tax-increment financing and/or land acquisition in the pursuit of development and rehabilitation projects and programs in line with the Goals and Objectives of the Mid-Market Plan. When private or nonprofit entities or individuals partner with the SFRA for financial or any other type of assistance, the partnership will most often be governed by Owner Participation Agreements (OPAs), Disposition and Development Agreements (DDAs), or some other type of agreement in which the SFRA will leverage public financing to meet the goals of the Mid-Market Plan.

C. REDEVELOPMENT PLAN BACKGROUND

California Community Redevelopment Law (CRL), contained in California Health and Safety Code, Sections 33000 *et seq.*, provides the authority and implementation provisions for a redevelopment program. In San Francisco, the Board of Supervisors is the legislative body of the City and is therefore responsible for initiating the redevelopment process through designation of a redevelopment survey area (Survey Area) and adoption of a redevelopment plan. A Survey Area is an area that requires further study to determine the feasibility of a redevelopment project within the Survey Area's boundaries. The Mid-Market Survey Area (or portion thereof) may be designated as a Project Area if it contains blighting conditions, causing a reduction of proper use of the area to such an extent that it constitutes a serious physical or economic burden on the community, which can not be reasonably expected to be reversed or alleviated by private enterprise and government acting alone. A project area may also include lands, buildings, or improvements which are not detrimental to the public health, safety, or welfare of the community, but whose inclusion is found necessary for the effective redevelopment of the area.

The CRL also requires the creation of a Project Area Committee (PAC) if a Survey Area includes a substantial number of residential units housing low- and moderate-income persons and families that might be displaced as a result of redevelopment activities. The Redevelopment Agency must consult with and obtain the advice of the residents, property owners, business owners, and representatives of community organizations who serve as the PAC. In addition, a redevelopment agency may also consult with a PAC on other policy matters that could affect project area residents. The Mid-Market PAC was elected by members of the Mid-Market community and ratified by the Board of Supervisors in 1997. The PAC advised Redevelopment Agency staff during the development of the Mid-Market Plan.

D. THE EVOLUTION OF THE PROPOSED PROJECT AREA

The Mid-Market redevelopment planning process was initiated in mid-1994 at the request of area stakeholders and formalized by the Board of Supervisors in December 1995 with the creation of the Mid-Market Survey Area. Since that time the proposed boundaries have been reduced and now include a much smaller territory than the Survey Area.

- **Original Mid-Market Redevelopment Survey Area Adopted in 1995: Fourth Street to Octavia Street**

The original Survey Area extended approximately from Fourth Street to Octavia Street along the Market and Mission Street corridors (see Figure 1, p. 2). In 1996 and 1998 respectively, the Mid-Market Preliminary Plan and the Mid-Market Concept Plan laid out potential redevelopment concepts for the original Survey Area.

The Mid-Market Preliminary Plan, adopted by the Planning Commission in December 1996, was a general statement of land uses, layout of principal streets, population densities, building intensities, and standards proposed as the basis for redevelopment of the project area under it:

1. The layout of the street grid was to remain essentially the same;
2. Population density was targeted for 400 persons per gross acre with an average dwelling unit density of 1:125, except for single room occupancy (SRO) units;
3. Building intensity allowed for floor area ratios (FAR) ranging up to a maximum of 6:1;
4. Development standards called for new development to consider the surrounding physical environment, historic preservation, existing urban development, existing development controls and design policies included in the *General Plan;* and

5. South of Market properties that lie within the South of Market Zoning Districts, would remain subject to the policies and objectives of the South of Market Plan and subject to the provisions of the South of Market zoning controls.

The Mid-Market Concept Plan, published in July 1998 by SFRA, set forth a community-based vision for the revitalization of the Survey Area in a manner that built upon the Mid-Market area's existing land use patterns and assets and created better connections to neighboring districts. The document identified four sub-areas that would form the basis for future redevelopment programs:

1. The Gateway: A sub-area from Octavia Street to 11th Street. Growth and development would be encouraged in line with the existing neighborhood character. Land use patterns would be promoted in a similar manner with special attention to maintaining the area's vital regional transportation function.
2. Mid-Town: A sub-area from Sixth Street to 11th Street. Several large vacant and underutilized sites, along with smaller infill opportunities, would be utilized for new major residential development that would complement the South of Market and North of Market communities, and intensive institutional and retail activity.
3. Retail and Tourism District: A sub-area from Fourth Street to Sixth Street. Land use and other linkages would be encouraged between this sub-area and the retail and tourist activities on Fourth and Fifth Streets, and the arts, theater, cultural and entertainment activities of Yerba Buena Center.
4. Arts and Entertainment District: A sub-area that overlays all others, focused on intensifying arts, theater, cultural and entertainment uses.

Both documents stated that revitalization and development strategies for the entire Survey Area and would not rely solely on the resources of the SFRA, but would utilize a larger Citywide approach to revitalization with the resources of redevelopment applied to specific projects or programs.

- **Reduction of the Mid-Market Survey Area in 2000-2001: Fifth Street to Eighth Street or Tenth Street**

The SFRA conducted a preliminary blight survey and analysis in October 2000 which was reconfirmed in May 2001. Based on these results, SFRA staff recommended the reduction of the proposed Project Area boundaries to properties between Fifth Street to Eighth Street and all properties bounded by and fronting on Market Street and Mission Streets or an alternative boundary that also included those properties near to or adjacent to Mission Street between

Eighth and Tenth Streets. Since then, SFRA staff has conducted additional blight analyses, and consulted with area stakeholders and the Mid-Market PAC to propose the current Project Area boundaries extending from Fifth to Tenth Streets along the Market and Mission corridors.

E. MID-MARKET AREA CHARACTERISTICS AND BLIGHTING CONDITIONS

The Mid-Market Plan contains policies that recognize and promote the enhancement of the existing structures in the Project Area. These include physical spaces ranging from smaller storefronts, office spaces and SRO hotel units to larger theater, office and commercial spaces. Predominantly made up of low- to mid-rise buildings built during the early twentieth century, the Project Area is interspersed with modern office and residential development as well as vacant and underutilized land. Taken together, the Project Area is eclectic, ranges in height from one to 18 stories and is host to a variety of different architectural styles and building materials.

Maintaining a historic streetwall pattern of buildings developed to their property line, Market and Mission Streets continue patterns of ground-floor retail space with entryways and large windows fronting onto the sidewalk. Additional ground-floor entryways are interspersed for access to back office and office or residential above. The area's overall building and street pattern is largely intact with relatively narrow typical lot widths with alleyways crossing through many South of Market blocks. The notable exceptions or interruptions to the historic development pattern are the area's many surface parking lots, largely found between Market and Mission, which are considered to be an underutilization of the area's property.

However, there are also physical and economic characteristics in the proposed Project Area that are not conducive to future healthy development and are considered to be physical and economic blighting influences on the area. Section 33031 of the CRL describes several characteristics of physical and economic blight that must be present in a redevelopment project area. The CRL requires that a project area have a prevalence of at least one physical and one economic blighting condition. The Project Area exhibits several types of physical and economic blighting conditions that exceed the minimum requirement of one physical and one economic blighting condition to qualify for the adoption of a redevelopment project.

Most of the structures in the Project Area show some form of deferred maintenance, while others show signs of greater deterioration. This is corroborated by a high volume of building code violations reported to the Department of Building Inspection. In addition, the area's older building stock includes a high number of masonry buildings that have not been seismically retrofitted.

Based on recent office real estate transactions information, average per-square-foot property sales prices in the Project Area have trailed downtown San Francisco values over the past four years. Vacancy levels, which declined briefly in late 2000 and early 2001 due to spillover demand from nearby areas caused by the technology sector, have increased sharply. Similarly, lease rates have declined to those at or near pre-2000 levels. There are uses located within the Project Area that are adult-entertainment oriented bookstores, and theaters. The Project Area accounts for a disproportionate share of crime in the City, with rates of many types of the most serious crime (aggravated assault, robbery and burglary) more than ten times higher on a per-capita basis. The Project Area is also known to be associated with illegal drug use and trafficking, public drunkenness and aggressive panhandling.

F. PROJECT GOALS

The primary goal of any redevelopment plan is to alleviate physical and economic blighting conditions. The manner in which the proposed redevelopment plan will alleviate those conditions of blight is dictated by the goals and objectives. In the case of Mid-Market, seven major goals, each accompanied by a series of objectives, have been articulated as the guiding vision for redevelopment activities. These have been created in coordination with the many and varied stakeholders in the Mid-Market communityand facilitated through the Mid-Market PAC. A full description of these goals with their respective set of objectives, projects and programs, can be found in Appendix B.

Major Goal 1: Promote Diversity & Social/Economic Equity

A cohesive Central City district truly representative of the full range of San Francisco's many communities -- of all cultures, income levels, and backgrounds -- which focuses the benefits of economic growth to their needs without causing their displacement. This is the primary and overarching goal of the Redevelopment Plan and should be addressed with all projects and programs.

Major Goal 2: Foster A Theater, Arts, Cultural and Entertainment District

A unique and diverse Theater, Arts, Cultural and Entertainment District that celebrates Mid-Market's historic theaters, intermingles new complementary arts and culture facilities, and caters to the needs of both the local and regional populations.

Major Goal 3: Define a Community Identity Through The Built Environment

A community with a multitude of possibilities that celebrates its historic past and builds upon its unique qualities through the integration of historic preservation, development controls, public space development, new streetscapes, and other civic/community facilities.

Major Goal 4: Ensuring Community Services and Public Safety

A community that is safe and clean -- and perceived to be safe and clean -- by residents, employees, business owners, and visitors. This effort must be matched with community services for youth, economically disadvantaged residents, and the homeless population.

Major Goal 5. Enhance Economic Vitality

A revitalized commercial business core that attracts the patronage of Mid-Market residents, employees, and visitors through the presence of desirable, vibrant day and nighttime activities, as well as an attractive, safe, and clean environment.

Major Goal 6: Housing & Neighborhood

A community that provides for a range of housing types, and promotes opportunities at all economic rungs of the housing ladder.

Major Goal 7. Balance Transportation and Parking

A community which promotes public transit use by its residents, employees, and visitors, provides short-term parking options to access retail and entertainment establishments and to support residential visits, while also providing for the safety and convenience of pedestrians, cyclists, and motorists in the Mid-Market area.

G. PROPOSED DEVELOPMENT CONTROLS

LAND USE, ZONING DISTRICTS AND HEIGHT/BULK DISTRICTS

The Mid-Market Plan is consistent with the City's *General Plan*. The Mid-Market Plan also contemplates the adoption of some changes to existing zoning districts to achieve goals described above. The Mid-Market Plan incorporates existing controls in the *Planning Code*. Its implementation requires adoption of a *Planning Code* amendment that would create a Special Use District (SUD) to support implementation of the Mid-Market Plan. The Mid-Market SUD would be a zoning overlay that would maintain existing zoning, and in general would unify existing controls applicable to the majority of the Plan Area. The Mid-Market SUD area, currently under eight zoning designations, would maintain existing height and bulk limits, and would apply specific development and land use regulations unique to Mid-Market. These controls would:

1. Define and regulate active uses for ground floor, basement and mezzanine levels.
2. Apply ground floor, pedestrian-oriented design regulations.
3. Prohibit new adult entertainment uses and massage parlors.
4. Re-define nonprofit uses and consider classifying these uses as community services.
5. Allow community services uses in all of the Mid-Market zoning districts.
6. Create incentive programs for the development of housing, community services space, entertainment, arts and cultural uses and community facilities.
7. Reduce parking requirements for all uses.
8. Allow short-term parking facilities to be a permitted use on specific sites.
9. Establish signage and façade urban design controls/standards.
10. Allow housing in all Mid-Market zoning districts.
11. Create a definition of SRO Units.
12. Allow SROs as a permitted use.
13. Allow for additional accessory living space in Mid-Market's existing commercial buildings.

H. GENERAL REDEVELOPMENT ACTIONS

The SFRA would carry out or assist in the following general actions to promote the goals of the proposed Mid-Market Plan:

1. Ensure opportunities for participation in the redevelopment process by owners and occupants of the properties in the Project Area, consistent with the Mid-Market Plan and SFRA policies.
2. Acquire real property subject to limitations of the Mid-Market Plan.
3. Assist in relocation of displaced occupants.
4. Remove a limited number of buildings exhibiting physical and economic blight conditions and/or underutilization.
5. Rehabilitate, develop, or construct housing, including low- and moderate-income housing, in the Project Area.
6. Develop, construct, or fund participation of affordable nonprofit social service, arts, and education spaces within the Project Area.
7. Dispose of property for uses in accordance with the Mid-Market Plan.
8. Redevelop land for use in accordance with the Mid-Market Plan.
9. Rehabilitate existing structures and improvements.
10. Retain controls and establish restrictions or covenants running with the land so that property will continue to be used in accordance with the Mid-Market Plan.

I. CITY AND COUNTY OF SAN FRANCISCO ACTIONS

The City and County of San Francisco would aid and cooperate with the SFRA in carrying out the Mid-Market Plan, which may include the following actions:

1. Institute and complete proceedings to improve streets, alleys, and other public rights-of-way; and modify streets, street layout, and other public rights-of-way in the Project Area.
2. Institute and complete proceedings necessary for changes and improvements in privately- and publicly-owned utilities within or affecting the Project Area.
3. Impose wherever necessary appropriate controls within the limits of the Mid-Market Plan upon parcels in the Project Area to ensure proper development and use.

4. Provide administrative enforcement of the Mid-Market Plan by the City after development.
5. Perform the above actions, and all other functions and services relating to public health, safety, and physical development in accordance with a schedule which will permit the redevelopment of the Project Area without unnecessary delays.
6. Provide financial assistance for implementing the Mid-Market Plan.
7. Undertake and complete any other proceedings necessary to carry out Mid-Market Plan implementation.

These cooperative actions may be embodied in a Cooperation Agreement between the City and County and SFRA.

J. TIME COVERED BY ENVIRONMENTAL ANALYSIS FORECAST

The EIR describes existing conditions for the Project Area, as well as for nearby areas. The setting (existing conditions) year for the Mid-Market Plan EIR is 2000. Project Area data collection for most sections of the EIR occurred in 2000 and 2001.

The Mid-Market Plan would be a long-term project. That is, the building space fostered by implementation of the Mid-Market Plan would be built and occupied over time. This EIR assumes buildout would be complete by the year 2020. Actual new development or rehabilitation activities would occur on a year-by year and site-by-site basis, and full build-out under the Mid-Market Plan may extend the life of the Mid-Market Plan to 2042 or beyond.

The forecasts of cumulative growth through 2042 and the systems to serve that growth are more speculative than cumulative growth forecasts for 2020. Forecasts over 20 years into the future are, by definition, more uncertain. The longer the forecast period, the more likely it is that technological changes or other factors that could influence the course of the economy, population growth, or behavior and preferences that might change the basic assumptions (based on current experience and trends) behind longer-term scenarios. The impact assessment for 2042 is therefore more general and conceptual than for 2020.

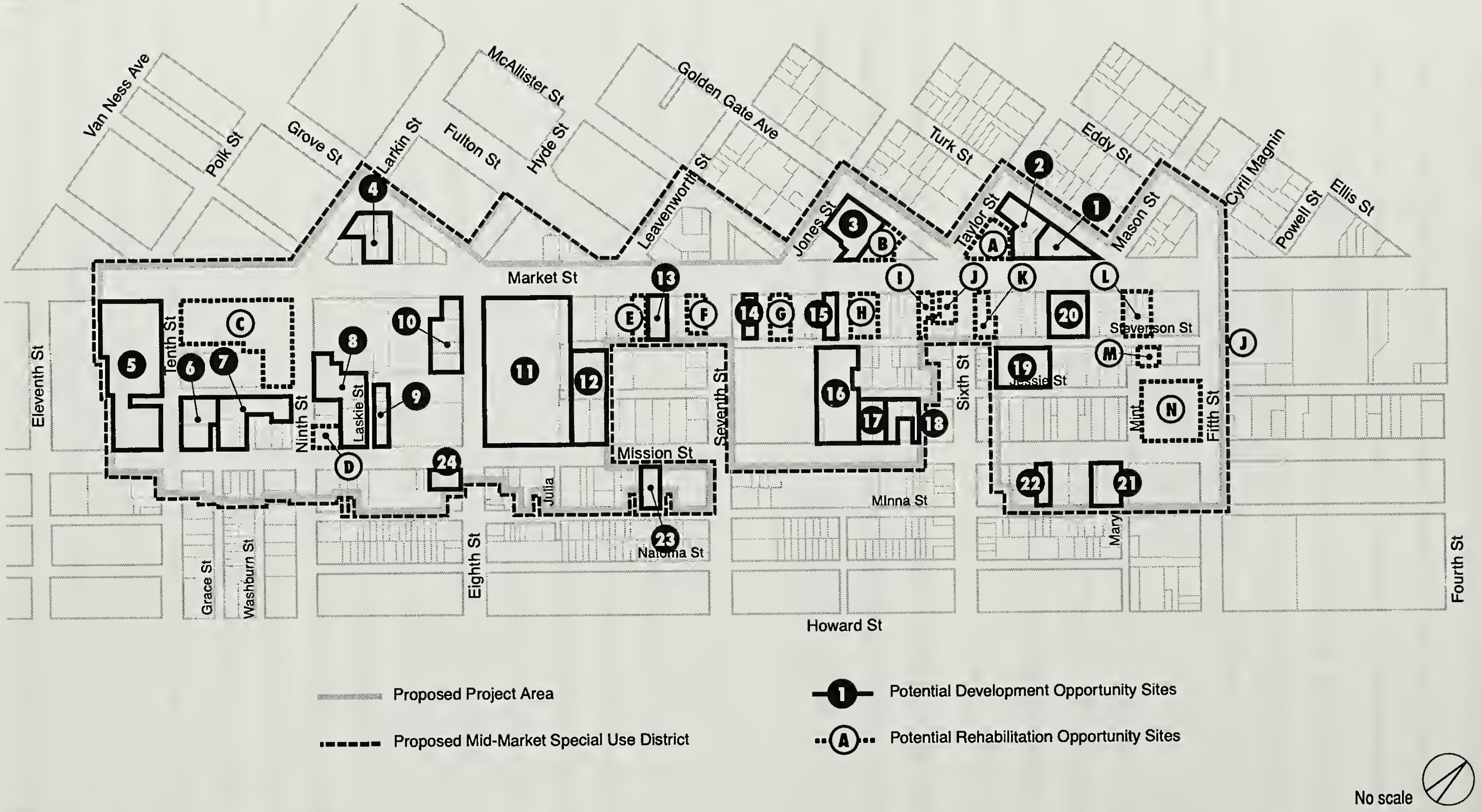
The EIR uses land use forecasts to define the future cumulative context for growth beyond that analyzed for implementation of the Mid-Market Plan. The forecasts are estimates of expected future development, including population, are based on analysis of economic and demographic trends and relationships.

K. ANALYSIS SCENARIO

The SFRA has identified potential development sites in the proposed Project Area for a development scenario for purposes of environmental analysis. The sites include Development Opportunity Sites (Development Sites) and Rehabilitation Opportunity Sites (Rehabilitation Sites) (see Figure 3). Development Sites include vacant sites, parking lots, and sites that would be developed after existing buildings were demolished. Development Sites might include sites where new construction would primarily occur, accompanied by retention and re-use of structures, or portions of structures, deemed to be of historic or architectural merit. Rehabilitation Sites include buildings that are considered to have architectural merit or are otherwise suitable for rehabilitation and re-use without major new construction on the site. The project scenario would thus encourage both new development and rehabilitation/re-use of older structures, on Rehabilitation sites, and in some cases on Development sites.

This scenario, as outlined below for total new development by land use, is based on the current zoning controls in the *Planning Code* and the proposed Mid-Market SUD and on Mid-Market Plan goals for the future mix of uses. The scenario assumes that Development Sites or Rehabilitation Sites would use the full FAR permitted under those zoning controls (generally 6:1 in most of the Project Area). This approach is considered conservative because it overestimates the potential impacts of the Plan by relying on the FAR as the sole standard for development while, in reality, other standards such as height and bulk limits, allowable lot coverage for housing development, or massing to preserve sunlight access to parks and sidewalks, or to reduce ground level wind currents, would, in effect, reduce the development potential. In addition, the scenario also assumes that about 35% of the Development Sites would be developed with FAR bonuses, up to 9:1, achievable under current *Planning Code* provisions enabling Transfer of Development Rights (TDR) from buildings of architectural merit or from proposed incentives for the development of housing and/or the construction or renovation of spaces for arts, cultural or entertainment activities. By assuming that a 35% ratio of Development Sites would maximize development potential through the use of those incentives, the analysis takes a more conservative approach which considers, among other things, a) the eventual transfer of the development impacts from the selected sites (in case some of theses do not get developed as expected) to other sites within the area; b) the sole applicability of the FAR as the only development standard; c) the financial ability of some developers to acquire TDR from buildings of architectural merit, and/or d) the potential of some development sites to accommodate arts, cultural or entertainment facilities by creation of new facilities or renovation of existing ones. Likewise, the potential impacts of housing development, which is proposed to be exempt from FAR limits, would be off-set by the applicability of existing height and bulk controls, and by proposed standards that control lot coverage, separation between buildings and by requirements to assure access of air and sunlight to all residential units.

Implementation of the Mid-Market Plan would create about 5,125,000 new square feet of development on Development Sites. This new development would encompass approximately 2,800,000 new square feet of housing, 925,000 new square feet of office space, 548,000 new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Proposed Project Area
Proposed Mid-Market Special Use District
1 Potential Development Opportunity Sites
A Potential Rehabilitation Opportunity Sites
No scale

Source: San Francisco Redevelopment Agency, EIP Associates

Mid-Market Redevelopment Plan

Potential Development Opportunity and Rehabilitation Opportunity Sites

Figure 3

square feet of shared, short-term public parking, 54,000 new square feet of institutional space, 200,000 new square feet of retail space, 325,000 new square feet of hotel uses, and 192,500 new square feet of new theater and art space. The approximate 2,800,000 total square feet of new housing (both affordable and market-rate) would result in about 3,200 dwelling units. These dwelling units would include about 865 studios, 1,040 one-bedroom units, 1,000 two-bedroom units, and 300 three-bedroom units.

The re-use of Rehabilitation Sites would total about 845,000 square feet of rehabilitated building space, including approximately 90,000 square feet of housing, 292,000 square feet of office space, 52,000 square feet of institutional space, 194,000 square feet of retail, 60,000 square feet of hotel, and 159,000 square feet of rehabilitated theater and art space.

The total scenario would thus include about 5,970,000 square feet of new and rehabilitated space: about 2,890,000 square feet of housing, 1,200,000 square feet of office space, 548,000 square feet of shared, short-term public parking, 106,000 square feet of institutional space, 394,000 square feet of retail space, 385,000 square feet of hotel use, and 351,500 square feet of theater and art space.

Redevelopment of specific sites, shown in Figure 3, could include a mix of uses on any given site consistent with controls in the *Planning Code* and the proposed Mid-Market SUD. The EIR analyzes overall changes in land use in the Mid-Market Project Area, but does not assume detailed plans for specific development sites.

L. PROPOSED PROJECT FINANCING

The Mid-Market Plan would authorize SFRA to finance redevelopment activities with the following sources:

1. Tax increment funds
2. Interest income
3. SFRA bonds
4. Donations

5. Loans from private financial institutions
6. Lease or sale of SFRA-owned property
7. Participation in development
8. Sales tax advanced or paid to the Agency in accordance with applicable provisions of law
9. Financial assistance other from public agencies

The SFRA would also be authorized to obtain advances, borrow funds, issue bonds, and create indebtedness to carry out and implement this proposed Mid-Market Plan. The City or any other public agency may expend money to assist the Agency in carrying out this proposed Mid-Market Plan. Tax increment financing as authorized by the Mid-Market Plan would be a source of financing in combination with other sources of financing that may be available for specific project activities.

M. EIR AND MID-MARKET PLAN ADOPTION PROCESS

Role of Environmental Impact Report

Following publication of the Draft EIR, there will be a written comment period and a public hearing, to solicit public comment on the adequacy and accuracy of the Draft EIR. Following the comment period, responses to written and oral comments will be prepared and published in a Draft Summary of Comments and Responses document. The EIR will be revised as appropriate and presented to the SFRA Commission and the Planning Commission for certification as to its accuracy, objectivity, and completeness. No approvals or permits for implementation of the Mid-Market Plan may be issued before the EIR is certified as final.

Purpose of a Program EIR Regarding a Proposed Redevelopment Plan

Under CEQA Guidelines Section 15180, "all public and private activities or undertakings pursuant to or in furtherance of a redevelopment plan constitute a single project, which shall be deemed approved at the time of adoption of the redevelopment plan by the legislative body." Further, an EIR on a redevelopment plan "shall be treated as a program EIR with no subsequent EIRs required for individual components of the redevelopment plan unless a subsequent EIR or a supplement to an EIR would be required by Section 15162 or 15163." Under Guidelines Section 15168 (Program EIRs), "if the agency finds that pursuant to Section 15162, no new effects could occur or no new mitigation measures would be required, the agency can approve the activity as being within the scope of the project covered by the program EIR, and no new environmental document would be required," and "an agency shall incorporate feasible mitigation measures and alternatives developed in the program EIR into subsequent actions in the program."

Also, for environmental review of later projects in the Mid-Market Plan, the program EIR will:

1. Provide the basis in an Initial Study for determining whether the later activity may have any significant effects;
2. Be incorporated by reference to deal with regional influences, secondary effects, cumulative impacts, broad alternatives, and other factors that apply to the program as a whole; and
3. Focus the EIR on a subsequent project to permit discussion solely of new effects which had not been considered before.

Mid-Market Plan Adoption

Following certification of the EIR, the Mid-Market Plan will be considered for adoption by SFRA and by the Board of Supervisors. Adoption of the Mid-Market Plan would enable SFRA to use redevelopment powers to remedy the blight that now characterizes the Project Area if the SFRA and the Board of Supervisors deem such use necessary and desirable, and to establish land use standards to allow and control development of the Project Area.

If the Mid-Market Plan is adopted, then financing would be available for implementation of projects within the Project Area. Projects desiring funding within the Project Area would require an OPA or DDA between the SFRA and the individual developer of a project. This agreement would allow and govern the physical construction of each project, and establish and govern the relationships between the SFRA and developers regarding acquisition, ownership, assembly of a project site, and financing, construction, ownership, and operation of project improvements.

Adoption of the proposed Mid-Market Plan would require that some components of the *San Francisco General Plan* be amended so that all plans would be consistent. The *General Plan* contains a number of elements with Objectives, Policies and Principles that are relevant to the proposed project and would not require any changes. The Downtown Area Plan of the *General Plan* includes maps that would require amendment to reflect the establishment of the Project Area. The City may also need to revise zoning maps to document the establishment of the Project Area, and amend the *Planning Code* to incorporate the Mid-Market SUD and its controls.

Required Approvals

The following specific actions and approvals are proposed to implement the Mid-Market Plan:

1. SFRA Commission and Planning Commission
    - Jointly certify the Final EIR.
    - Adopt CEQA findings and mitigation monitoring program.
2. SFRA Commission
    - Approves adoption of the Mid-Market Plan.
    - Approves Report to Board of Supervisors on the Mid-Market Plan.
3. Planning Commission
    - Adopts, and recommends to the Board of Supervisors, *General Plan* amendments, including amendments to the Downtown Plan of the *General Plan*, as necessary.
    - Approves and recommends to the Board of Supervisors, amendments of the *City Planning Code* and Zoning Map, as necessary.
    - Determines consistency of the Mid-Market Plan with the *General Plan* and *City Planning Code* Section 101.1 Priority Policies, and recommends adoption to the Board of Supervisors
4. Board of Supervisors
    - Adopts CEQA findings and mitigation monitoring program.
    - Adopts *General Plan* amendments, including amendments of the Downtown Plan of the *General Plan,* as necessary.
    - Approves adoption of the Mid-Market Plan.

- Adopts amendments of the *City Planning Code* and Zoning Map, as necessary.
- May approve amendment to the budget of the SFRA for tax allocation bonds.
- May authorize Cooperation Agreements with the SFRA to promote the goals of the Mid-Market Plan

Projects implemented under the Mid-Market Plan would also be subject to normal permitting procedures including building, and fire safety permits from the Central Permit Bureau of the Department of Public Works (DPW) and any applicable permits from the Planning Department. Other permits may be required on a project-specific basis.

III. ENVIRONMENTAL SETTING AND IMPACTS

A. PLANS AND POLICIES

For informational purposes, this section describes the major land use and development policies embodied in the *San Francisco General Plan, San Francisco Planning Code* controls related to historic preservation, existing Redevelopment Plans in the vicinity of the proposed Project Area and key regional plans. The proposed Mid-Market Redevelopment Plan would encourage a mix of development and rehabilitation activities in the Project Area emphasizing residential, community service, and cultural uses, in addition to office, hotel and shared parking uses, in the downtown area of San Francisco. Those goals would be generally consistent with existing applicable *General Plan* goals and policies.

The proposed Mid-Market Plan will be reviewed by the Planning Department and the City Planning Commission to make findings of consistency with policies of the *General Plan*. Others aspects of the *General Plan* would be addressed when specific development projects within the Mid-Market Redevelopment Plan Project Area are considered for approval. Decision–makers may identify potential conflicts between specific projects and goals and policies of the *General Plan*. During the review process, the decision-makers must evaluate and balance the potentially conflicting goals of different *General Plan* policies, the Downtown and SOMA Area Plans, and plan elements. Those conflicts would not be considered significant physical environmental effects.

This section also identifies other plans, such as regional air quality plans relevant to the proposed Mid-Market Plan. There would be no obvious conflicts between those plans and the proposed Mid-Market Plan.

SAN FRANCISCO GENERAL PLAN

The General Plan, adopted by the Planning Commission and the Board of Supervisors, contains the comprehensive, long-term land use policy for San Francisco, as required by the *California Government Code,* Section 65300, and City Charter Section 4.105. The *General*

Plan is comprised of Elements covering a variety of land uses and related activities as well as Area Plans that allow specific localized goals and objectives for a district of the City.

THE DOWNTOWN AREA PLAN

The Downtown Area Plan (the Downtown Plan), of the *General Plan,* guides growth and development in San Francisco's downtown. The plan covers an area roughly bounded by The Embarcadero to the east, Van Ness Avenue to the west, Folsom Street to the south, and North Beach, Chinatown and the North Waterfront to the north. The Downtown Plan is centered around the Market Street spine, and includes most of the Mid-Market Project Area within its boundaries. The Downtown Plan contains objectives and policies that address space for commerce; housing; open space; preservation of historic buildings; urban form; movement and circulation; and seismic safety.

The Downtown Plan, as implemented in the *Planning Code,* establishes specific zoning and height and bulk controls. Objective 13 of the Downtown Plan addresses Urban Form, in particular, the height and bulk of structures within the Downtown area. Policy 1, which states "relate the height of buildings to important attributes of the city pattern and to the height and character of existing and proposed development" provides for specific building bulk controls. Bulk Districts are called for in Policy 2, which states "foster sculpturing of building form to create less overpowering buildings and more interesting building tops, particularly the tops of towers."

The following Downtown Plan objectives are relevant to the proposed Redevelopment Plan:

Space for Commerce

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.
- Objective 2: Maintain and improve San Francisco's position as a prime location for financial, administrative, corporate, and professional activity.
- Objective 3: Improve Downtown San Francisco's position as the region's prime location for specialized retail trade.
- Objective 4: Enhance San Francisco's role as a tourist and visitor center.

- Objective 5: Retain a diverse base of support commercial activity in and near downtown.
- Objective 6: Within acceptable levels of density, provide space for future office, retail, hotel, service and related uses in Downtown San Francisco.
- Objective 7: Expand the supply of housing in and adjacent to downtown.
- Objective 8: Protect residential uses in and adjacent to downtown from encroachment by commercial uses.
- Objective 9: Provide quality open space in sufficient quantity and variety to meet then needs of down workers, residents, and visitors.
- Objective 10: Assure that open space are accessible and usable.
- Objective 11: Provide contrast and form by consciously treating open space as a counterpoint to the built environment
- Objective 12: Conserve resources that provide continuity with San Francisco's past.
- Objective 13: Create an urban form for Downtown that enhances San Francisco's stature as one of the world's most visually attractive cities.
- Objective 14: Create and maintain a comfortable pedestrian environment.
- Objective 15: To create a building form that is visually interesting and harmonizes with surrounding buildings.
- Objective 16: Create and maintain attractive, interesting urban streetscapes.
- Objective 17: Develop transit as the primary mode of travel to and from downtown.
- Objective 18; Policy 3: Discourage new long-term commuter parking spaces in and around downtown. Limit long-term parking spaces serving downtown to the number that already exists.
- Objective 19: Provide for safe and convenient bicycle use as a means of transportation.
- Objective 20; Policy 8: Make existing and new accessory parking available to the general public for evening and weekend use.
- Objective 21: Improve facilities for freight deliveries and business services.
- Objective 22: Improve the downtown pedestrian circulation system, especially within the core, to provide for efficient, comfortable, and safe movement.
- Objective 23: Reduce Hazards to life safety and minimize property damage and economic dislocation resulting from future earthquakes.

Commerce and Industry Element

The Commerce and Industry Element of the *General Plan* serves as a guide for the public and private sectors when making decisions related to economic growth and change in San Francisco. It "sets forth objectives and policies that address the broad range of economic activities, facilities and support systems that constitute San Francisco's employment and service base."[1] The three goals of the Element are continued economic vitality, social equity and environmental quality. These goals are supplemented by objectives which focus on major economic sectors of San Francisco's economy. These include manufacturing and industry, maritime activities, office/administrative space, neighborhood commercial retail, specialized regional trade, government services, and visitor trade. The Element includes a number of policies focused on the development of commercial activities, and it references the Downtown Plan for specific policies regarding retail development. The following objectives of the Commerce and Industry Element are relevant to the proposed Redevelopment Plan:

- Objective 1: Manage economic growth and change to ensure enhancement of the total city living and working environment.
- Objective 2: Maintain and enhance a sound and diverse economic base and fiscal structure for the city.
- Objective 3: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.

Urban Design Element

The Urban Design Element of the *General Plan* deals with the physical character and order of the City, as well as the relationship between people and their environment. This Element is concerned with both preservation and development and is a "concerted effort to recognize the positive attributes of the City, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory."[2] The Element encompasses issues related to City Pattern; Conservation; Major New Development; and Neighborhood environment. The following objectives of the Urban Design Element are relevant to the proposed Redevelopment Plan:

- Objective 1: Emphasis of the characteristic pattern which gives the City and its neighborhoods an image, a sense of purpose, and a means of orientation.
- Objective 2: Conservation of resources which provide a sense of nature, continuity with the past, and freedom from overcrowding.
- Objective 3: Moderation of major new development to complement the City pattern, the resources to be conserved, and the neighborhood environment.
- Objective 4: Improvement of the neighborhood environment to increase personal safety, comfort, pride and opportunity.

Residence Element

The Residence Element of the *General Plan* provides a Background Data and Weekly Analysis contains Objectives policies and proposed implementation programs. The following objectives of the Residence Element are relevant to the proposed Redevelopment Plan:

- Objective 1: To provide new housing for all income groups in appropriate locations.
- Objective 2: To increase substantially the supply of housing without overcrowding or adversely affecting the prevailing character of existing neighborhoods.
- Objective 3: To retain the existing supply of housing.
- Objective 4: To maintain and improve the physical condition of housing.
- Objective 5: To provide housing affordable by all income groups, particularly low and moderate income households.
- Objective 7; Policy 5: Encourage economic integration in housing.

PLANNING CODE ARTICLES 10 AND 11

Article 10 of the *San Francisco Planning Code* sets forth procedures regarding the preservation of historical architectural and aesthetic landmarks in San Francisco. Article 10 implements preservation through City designation of landmarks and historic districts and it provides for review of proposed alterations to listed historic resources by the Landmarks Preservation Advisory Board and the City Planning Commission. Article 10 permits the City to delay alteration or demolition of listed resources, but does not generally prohibit demolition.

Article 11 classifies buildings in the C-3 Districts (generally, Downtown) within five categories, Category I and II buildings are identified as Significant Buildings and, in general, may not be demolished unless it can be demonstrated that they have no substantial market value or reasonable use, after taking into account costs of rehabilitation and any development rights transferred to another site. Category III and IV buildings are identified as Contributory Buildings, and their retention is encouraged, but not required. Category V buildings are unrated. Approximately 53 individual resources in the Project Area are included in Article 11; 46 of these resources are Category I and II, and seven are Category III and IV. Article 11 also establishes Conservation Districts, Article 11, Section 1103 provides for designation of portions of the C-3 District as a Conservation District if they "contain substantial concentrations of buildings that together create subareas of special architectural or aesthetic importance. No Article 11 Conservation Districts have been designated within the Project Area.

REDEVELOPMENT PLANS

South of Market Earthquake Recovery Redevelopment Plan

The *South of Market Earthquake Recovery Redevelopment Plan* was adopted in October 1997 to repair, restore, and/or replace buildings and physical infrastructure damaged by the Loma Prieta earthquake of October 17, 1989. The plan was also adopted to provide economic development assistance to neighborhood-serving businesses and related establishments. This South of Market Project Area is approximately bounded by Market Street to the north, Fifth and Seventh Streets to the east and west, respectively, and Harrison Street to the south. Goals and objectives of the plan include: financial and technical assistance to owners and tenants of damaged property. The promotion of private sector investment; the retention of as many existing businesses as possible; preservation of the area's existing employment base and the creation of new job opportunities; the repair of residential buildings and vehicular circulation systems; and the approval of an earthquake preparedness. The Loma Prieta earthquake was declared a major disaster under federal law and, as such, this Redevelopment Plan was exempted from environmental review under the disaster exemption of CEQA*, Public*

Resources Code Sections 21000 *et seq.*, and accompanying regulations found in Title 14 of the *California Administrative Code.*[3]

Yerba Buena Center Redevelopment Plan

The Project Area is located directly adjacent to the Yerba Buena Redevelopment Project Area. The *Yerba Buena Center Redevelopment Plan* is the physical development plan for the area bounded approximately by Market Street, Third Street, Second Street, Hawthorne Lane, Harrison Street and Fourth Street. The plan was created to implement urban renewal programs in substantial part of the South of Market area through both public and private development efforts. The focus of the plan is the land use and development controls associated with the creation of the Moscone Convention Center. The plan, substantially built out as of 2002, calls for provision of affordable housing, open space at Yerba Buena Gardens, arts and other cultural institutions and spaces, retail, hotel and office residential buildings, and parking facilities.

REGIONAL PLANS

Bay Area Air Quality Management District

The Bay Area Air Quality Management District (BAAQMD) has primary responsibility for the attainment and maintenance of air quality standards in the San Francisco Bay Area. The BAAQMD regulates stationary pollution sources, such as industrial plants. In conjunction with the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission, BAAQMD developed a *Bay Area Air Quality Plan*, adopted in 1979. The BAAQMD subsequently updated and adopted a revised plan in 2000.

Under EPA's direction, in June 1999, BAAQMD prepared and submitted the *Bay Area Ozone Attainment Plan* that would bring the area into compliance with federal ozone standards. The EPA rejected this plan and BAAQMD submitted a revised ozone attainment plan for adoption in 2001. The California Air Resources Board approved this revised plan in October 2001 and has subsequently submitted the plan to EPA for approval.

The Air Quality Plan describes air quality problems, federal air quality standards, and control programs to attain ozone and carbon monoxide standards. Currently, ozone levels exceed federal standards in the Bay Area. BAAQMD measures, monitors, and regulates organic and inorganic pollutant emissions and the criteria pollutants, which are lead, oxides of sulfur, oxides of nitrogen, carbon monoxide, particulate matter, and reactive organic gases. BAAQMD also establishes emission and performance standards or criteria for new stationary sources and hazardous air pollutants, issues permits for certain stationary source emission generators, and reviews and comments on environmental documents regarding air quality matters. The asbestos rule (Rule 2) contains requirements for building demolition and asbestos disposal which minimize the airborne release of asbestos, Section III.H, Air Quality. This EIR provides analysis of air quality effects and the relationship of the Redevelopment Plans to BAAQMD plans.

Congestion Management Plan

State legislation adopted in 1988 requires each county to adopt a county-wide congestion management plan containing levels of service standards for major arterials; establish transit service standards; develop trip-reduction and travel demand programs if they do not already exist; and formulate capital improvement programs. The San Francisco Board of Supervisors has designated the San Francisco Transportation Authority as the San Francisco Congestion Management Agency. The Congestion Management Agency adopts and updates the San Francisco Congestion Management Plan. The Congestion Management Plan designates a network of all freeways, state highways and the principal arterials within the City. Level of Service E has been established as an acceptable LOS for all designated arterials and highways in this network in San Francisco for purposes of congestion management planning, based in part on existing conditions when the Congestion Management Plan was adopted. Note that levels of service for arterials are analyzed somewhat differently from those at intersections; various City agencies have agreed that for local intersections, LOS D is the lowest acceptable service level and degradation from LOS D or better to LOS E is considered to be a significant environmental impact for California Environmental Quality Act analysis purposes. This EIR provides analysis of local intersections and intersections at freeway ramps.

NOTES — Plans and Policies

[1] City and County of San Francisco, Planning Department, *San Francisco General Plan*, Commerce and Industry Element.

[2] City and County of San Francisco, Planning Department, *San Francisco General Plan*, Urban Design Element.

[3] City and County of San Francisco, Redevelopment Agency, *South of Market Earthquake Recovery Redevelopment Plan*, October 14, 1997.

B. LAND USE AND ZONING

This section describes the land use setting in the proposed Mid-Market Redevelopment Plan Project Area and vicinity, including the mix of residential, commercial, industrial, public, and other uses in the Project Area, and describes the general pattern of land uses in the surrounding area. The impacts address the potential land use changes with implementation of the Mid-Market Redevelopment Plan.

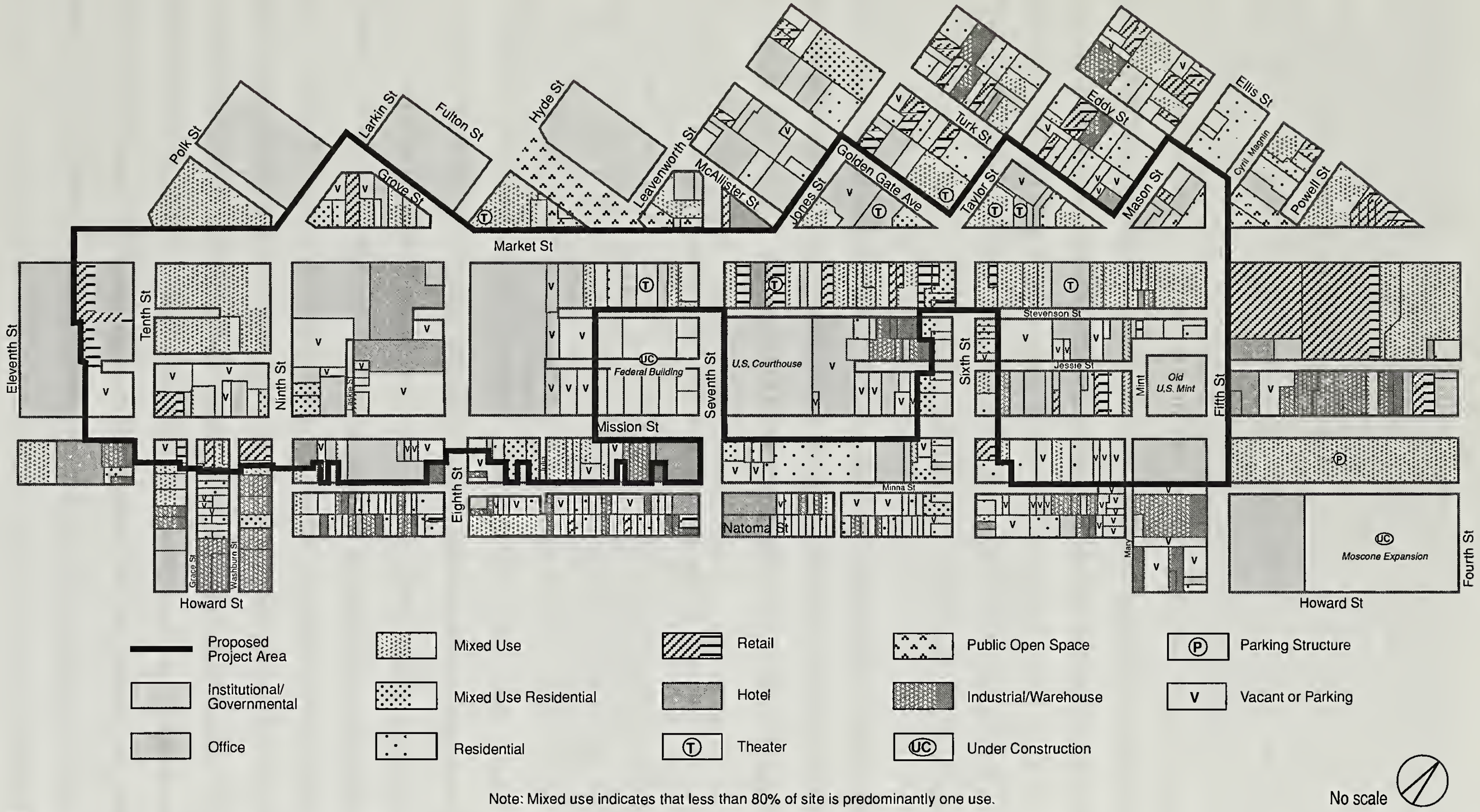
ENVIRONMENTAL SETTING

The Project Area is located in downtown San Francisco, and would generally extend from Fifth Street to Tenth Street along the Market Street and Mission Street corridors (see Figure 2, p. 3).

The Mid-Market area is adjacent to San Francisco's major cultural and retail destinations, home to several important and historic theaters, and near major civic buildings and open spaces. City Hall, the Main Library, Civic Center Plaza, and other prominent government buildings and uses are northwest of the Project Area, in the historic Civic Center. East of the Project Area is the City's main shopping district at Union Square and along Market Street, as well as the Yerba Buena Center including the Metreon, Yerba Buena Gardens, and the San Francisco Museum of Modern Art. Prominent historic theaters are located along Market Street, including the Orpheum Theater, Golden Gate Theater, and Warfield Theater. The South of Market Area (SOMA), south of the Project Area, has evolved from a primarily industrial area into a mixed-use district. The specific mix of land uses in the Project Area and surrounding vicinity is described below.

EXISTING LAND USE IN THE PROJECT AREA

The Project Area includes a wide variety of land uses and mixed-use buildings. Figure 4 shows land use patterns in the Project Area and surrounding one-block vicinity.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Jones St
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Eddy St
Mason St
Ellis St
Cyril Magnin
Powell St
Market St
Eleventh St
Tenth St
Ninth St
Eighth St
Seventh St
Sixth St
Fifth St
Fourth St
Stevenson St
Jessie St
Mint
Mission St
Minna St
Natoma St
Mary
Grace St
Washburn St
Howard St
Federal Building
U.S. Courthouse
Old U.S. Mint
Moscone Expansion
Proposed Project Area
Institutional/ Governmental
Office
Mixed Use
Mixed Use Residential
Residential
Retail
Hotel
Theater
Public Open Space
Industrial/Warehouse
Under Construction
Parking Structure
Vacant or Parking
No scale

Note: Mixed use indicates that less than 80% of site is predominantly one use.

Source: City and County of San Francisco data; EIP Associates

Mid-Market Redevelopment Plan

Existing Land Use in the Project Area and Vicinity

Figure 4

Market Street is generally characterized by street-level retail or service uses, with upper-floor office space, much of which is currently vacant. Theaters and other entertainment uses are located in the Project Area, along Market Street. Other street-level land uses include hotel, parking, office, government and institutional, public open space, and vacant sites. Other non-office upper-floor uses are generally residential (including single-room-occupancy [SRO], live/work, and residential), public/institutional, or warehouse/storage. Approximately seven sites in the Project Area have residential uses on the upper floors, including two SROs. The southern half of the Project Area has a heavier concentration of parking lots and light industrial uses than the north half. Section III.D, Urban Design and Visual Quality, describes the visual character of buildings and land uses in the Project Area. Historic buildings in the Project Area are discussed in Section III.F, Cultural Resources.

Institutional and public open space uses along Market Street include Hallidie Plaza near Powell Street, and United Nations Plaza at extending west on Leavenworth Street. Civic Center Plaza is one block north of Market Street at Larkin Street and Grove Street.

Major sites in the Project Area include the approximate 240,000-square-foot development (approved, but not under construction) at 949 Market Street (at the site of the St. Francis Theater), on the south side of Market Street between Fifth Street and Sixth Street, with 140 condominiums and 120 parking spaces proposed. On the east side of Eighth Street, from Market to Mission Streets, the existing Trinity Plaza complex includes about 370 residential units above parking and retail/restaurant area. West of Eighth Street is the Ramada Plaza Hotel at 1231 Market Street. The SF Mart, wholesale furnishings showroom buildings totaling about 835,000 sq. ft., occupies the northern half of the Market Street block between Ninth Street and Tenth Street. Proposals in this part of the Project Area have included a mixed-use project on the west side of Tenth Street, between Market Street and Mission Street. The development is in the conceptual design phase, and is anticipated to include affordable housing, market-rate housing, and street-level retail or office uses. A 250-unit plus 500-space parking project on Mission Street, near Seventh Street, west of the under-construction federal building is under review; a residential project at 67-69 Turk Street and a hotel at 1135 Market Street are also under review.

Several general and adult-oriented theaters are located in or immediately north of the Project Area. On the northern edge of Market Street, between Mason and Jones Streets, are the Warfield Theater at 982 Market Street, the Crazy Horse at 980 Market Street, and LA Gals at 1046 Market Street. Other theaters adjacent to the Project Area include the Golden Gate Theater at One Taylor, on the corner of Market Street and Sixth Street, and the Orpheum Theater, at 1192 Market Street on the corner of Hyde and Eighth Streets.

Lots between Stevenson and Jessie Streets are generally filled with a single land use, and predominant land uses are industrial and parking, followed by live/work and service uses.

Land uses along the Mission Street corridor vary. In general, there are more single-use lots, more parking lots, and a less consistent land use pattern than along Market Street. Between Fifth and Sixth Streets, the most common street-level use is service commercial, followed by parking; the predominant upper-floor use is light industrial, with street-level service or retail uses. Surface parking is the dominant use along the northern edge of Mission Street, between Sixth and Eighth Streets. Land uses vary on the southern edge of Mission Street, between Seventh and Eighth Streets. Governmental or institutional uses along Mission Street include the former US Post Office and Court House (now the US Court of Appeals) on the east side of Seventh Street, and the Old US Mint on the west side of Fifth Street (north of Mission). Both the US Court of Appeals building and the Old US Mint are historic architectural resources, discussed in Section III.F, Cultural Resources.

A new federal building within the existing Federal Office Building Redevelopment Project Area is under construction between Seventh and Sixth Streets along Mission Street, across from the US Court of Appeals. Most of the site was formerly used for parking. The new federal building will house executive branch agencies, which are currently dispersed in rental and other federal space throughout the City. That project will encompass approximately 593,000 gross square feet, and would include five components: a 240-foot-tall office tower along Stevenson Street; an approximate four-story building along Seventh Street, with government uses requiring greater public interface; a two-story pavilion housing public food services on the corner of Seventh and Mission Streets; a two-story child-care center towards the center of the site; and a pair of plazas along Seventh and Mission Streets.

A 39-story hotel and residential building on the northeast corner of Fifth and Howard Streets, is approved with about 500 hotel rooms and meeting rooms, restaurants, and retail space, and two levels of below-grade parking. The site contains an existing surface parking lot which is used by the adjacent Wells Fargo Data Center.

LAND USE IN THE PROJECT VICINITY

Figure 4, p. 31, shows generalized land uses in the Project Area and vicinity. Table 1 describes the predominant land use categories in the vicinity.

The major land uses east of the Project Area, between Fourth and Fifth Streets, are retail and mixed-use. This area in the Downtown retail core includes the Powell Street cable car turnaround, the San Francisco Shopping Centre, other major retail stores, and an approved and not yet constructed, mixed-use development at the site of the former Emporium building. That proposed development would include new retail, entertainment, restaurant, cinema, office and hotel uses, and would retain, rehabilitate and restore the Market Street façade of the former Emporium department store.

In the project vicinity north of Market Street, between Cyril Magnin Street and Leavenworth Street, the predominant land use is residential, followed by hotels, mixed-use and retail.

The Civic Center is north and northwest of the Project Area, between Leavenworth Street and Van Ness Avenue and generally between Grove and McAllister Streets. The Civic Center includes prominent City, state, and federal buildings and open spaces, and is a National Historic Landmark District and a Historic District on the National Register of Historic Places, as well as a City historic district.

Government and institutional buildings and public open spaces in the Civic Center include City Hall, Civic Center Plaza, several State Buildings, Bill Graham Civic Auditorium, the Main Library, the Asian Art Museum (under construction in the Old Main Library), the old Federal Building, and United Nations Plaza. In recent years, the Civic Center uses have been expanding farther from the Center. For example, City offices are located at 875 Stevenson and some federal offices will be located at the new building on Seventh and Mission Streets as noted above.

TABLE 1
GENERALIZED LAND USE DESCRIPTIONS

Generalized Land Use Category	Description of Uses
Mixed-Use[1]	Includes retail or service on street-level, office above; other uses include those listed below, with the exception of residential units
Mixed-Use Residential	Same as mixed-use, but includes residential units; commonly includes retail or service on street-level
Residential	Single room occupancy (SRO) units, live/work, general residential
Retail	Retail
Hotel	Hotels, motels
Office	Managerial, informational, personal services, other office
Industrial	Production, distribution, repair, other industrial
Institutional	Government and institutional offices and facilities, cultural, and educational uses, public open space
Open Space	Public open space, plazas
Vacant	Parking lots, vacant lots

Note:

[1] If a single use represents 80 percent or more of the total square footage on lots in the project vicinity, then that use is designated as the predominant use for the lot. If no single use occupies 80 percent or more of the total, the lot would be classified as mixed-use. In the Project Area, lots with any combination of uses and square footages are classified as mixed-use or mixed-use residential. (See Figure 4.)

Between Ninth Street and Eleventh Street, is predominately office, followed by retail and mixed-use. Further south, between Mission Street and Howard Street, the vicinity contains a mix of residential and light industrial uses. Other proposed developments in the vicinity include a 17-story, 179-unit, 285,000-square-foot residential development at One Polk Street, on the northwest corner of Market Street and Polk Street.

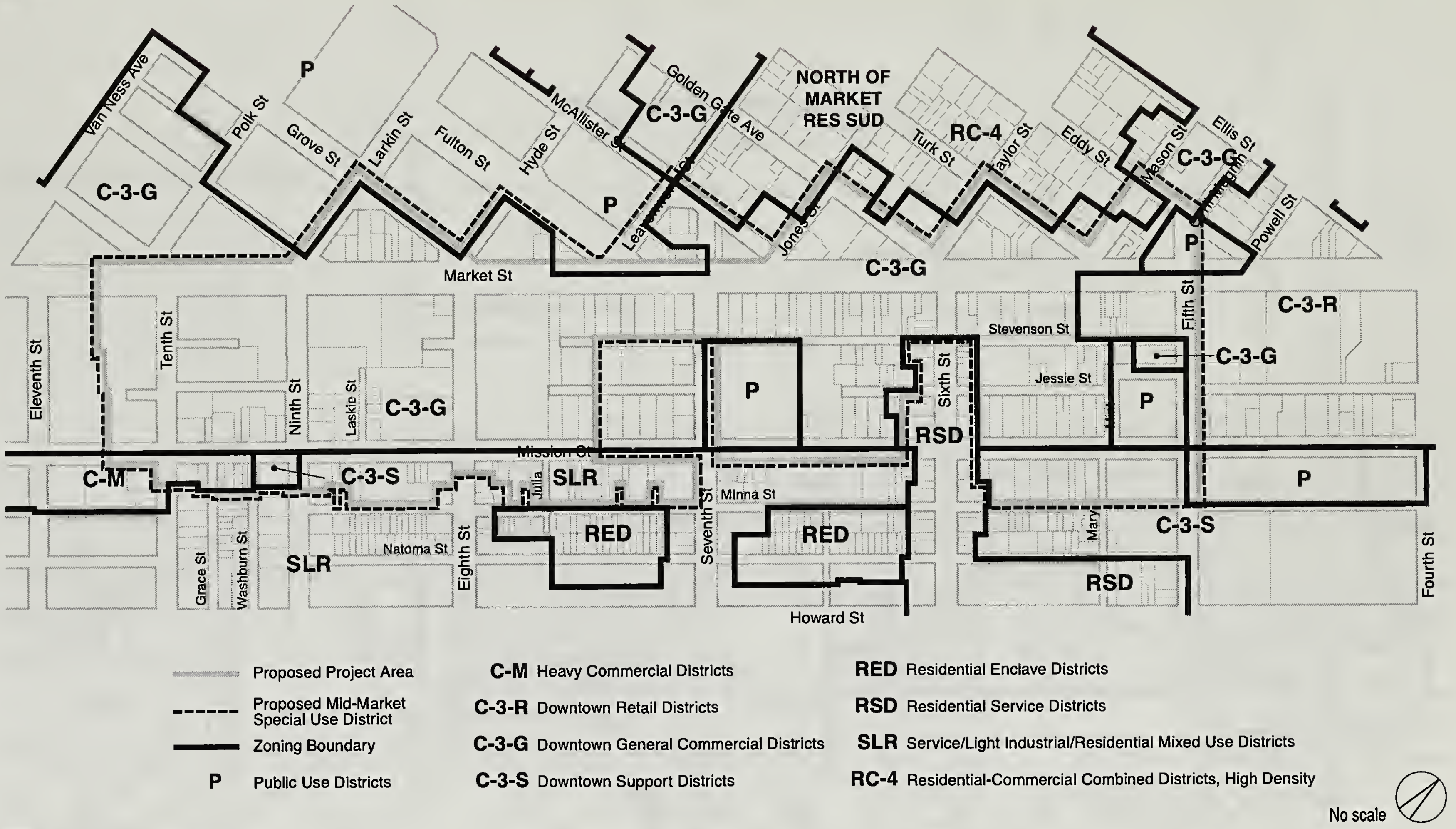
Land use south of the Project Area, generally between Fifth Street and Ninth Street, is residential service and retail uses, including a number of new, high-density housing developments between Minna and Natoma Streets. This area also includes vacant lots. Sixth Street, between Stevenson and Natoma Streets, contains the highest concentration of SROs in the Project Area and vicinity. The Tenderloin Neighborhood Development Corporation is proposing to build a 172-unit affordable housing project on the east side of Eighth Street, between Natoma Street and Howard Street. The development would also include a child-care facility and approximately 20,000 square feet of commercial space.

ZONING

As shown in Figures 5 and 6, the Project Area includes the C-3-G (Downtown General Commercial), C-3-R (Downtown Commercial Retail), C-3-S (Downtown Support), C-M (Heavy Commercial), SLR (Service/Light Industrial/Residential), P (Public), RSD (Residential Service), and RC-4 (Residential Commercial High Density) Use Districts, and the OS, 65-X, 80-X, 85-X, 90-X, 120-F, 120-X, 150-S, 150-X, 160-F, 160-M, 180-S, 200-S, and 240-S Height and Bulk Districts. The P (Public Use) district predominates in the Civic Center governmental and open space uses. The C-3 (Downtown Commercial) Use Districts govern downtown San Francisco, a center for city, regional, national and international commerce. The predominant use district in the Project Area is C-3-G, Downtown General Commercial District. The *Planning Code* (Section 210.3) in the description and purpose section regarding the C-3 Districts states:

> The C-3-G District covers the western portions of downtown and is composed of a variety of uses: Retail, offices, hotels, entertainment, clubs, institutions, and high density residential. Many of these uses have a citywide or regional function, although the intensity of development is lower here than in the downtown core area. As in the case of other downtown districts, no off-street parking is required for individual commercial buildings, but in portions of this district automobile parking is a major land use, serving the district and the adjacent office and retail core areas. In the vicinity of Market Street, the configuration of this district reflects easy accessibility by rapid transit.

Table 2, p. 39, summarizes general permitted uses and the maximum floor area ratio (FAR) within each use district in the Project Area. These summaries do not include all specific standards or controls in the *Planning Code*. Some types of uses within each zoning classification are only permitted with Conditional Use authorization, while others are specifically prohibited under the *Planning Code*. The impact analysis discusses the consistency of the Redevelopment Plan's proposed development scenarios and changes to the *Planning Code* with the zoning classifications below.

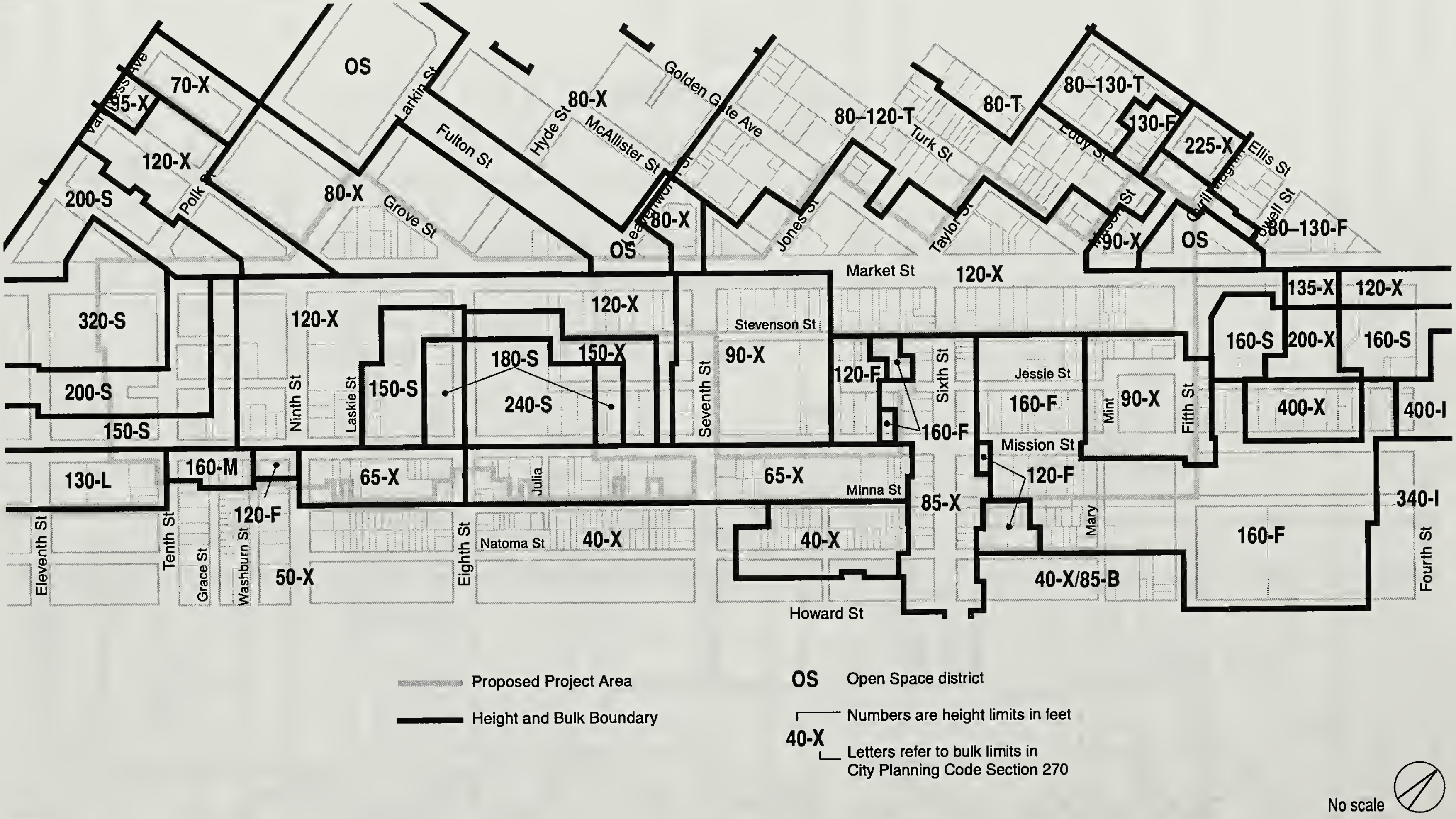

Van Ness Ave
Polk St
Grove St
Larkin St
Fulton St
Hyde St
McAllister St
Golden Gate Ave
Leavenworth St
Jones St
Turk St
Taylor St
Eddy St
Mason St
Ellis St
Cyril Magnin St
Powell St
Market St
Stevenson St
Jessie St
Mission St
Minna St
Natoma St
Howard St
Julia
Mary
Eleventh St
Tenth St
Ninth St
Laskie St
Grace St
Washburn St
Eighth St
Seventh St
Sixth St
Fifth St
Fourth St
NORTH OF MARKET RES SUD
C-3-G
C-3-R
C-3-S
C-M
P
RC-4
RSD
RED
SLR
Proposed Project Area
Proposed Mid-Market Special Use District
Zoning Boundary
P Public Use Districts
C-M Heavy Commercial Districts
C-3-R Downtown Retail Districts
C-3-G Downtown General Commercial Districts
C-3-S Downtown Support Districts
RED Residential Enclave Districts
RSD Residential Service Districts
SLR Service/Light Industrial/Residential Mixed Use Districts
RC-4 Residential-Commercial Combined Districts, High Density
No scale

Source: San Francisco Redevelopment Agency,
San Francisco Planning Department, EIP Associates

Mid-Market Redevelopment Plan

Planning Code Use Districts

Figure 5


OS
70-X
95-X
Van Ness Ave
120-X
200-S
Polk St
80-X
Grove St
Larkin St
Fulton St
Hyde St
80-X
McAllister St
Golden Gate Ave
OS
80-X
Leavenworth St
Jones St
80-120-T
Turk St
80-T
Taylor St
80-130-T
Eddy St
130-F
225-X
Ellis St
Mason St
90-X
OS
Cyril Magnin St
Powell St
80-130-F
Market St
120-X
135-X
120-X
320-S
120-X
120-X
150-S
180-S
150-X
240-S
Stevenson St
90-X
120-F
Sixth St
Jessie St
160-F
Mint
90-X
Fifth St
160-S
200-X
160-S
400-X
400-I
200-S
150-S
Ninth St
Laskie St
Seventh St
160-F
Mission St
120-F
130-L
160-M
65-X
Julia
65-X
Minna St
85-X
340-I
120-F
Eleventh St
Tenth St
Grace St
Washburn St
50-X
Eighth St
Natoma St
40-X
40-X
Mary
40-X/85-B
160-F
Fourth St
Howard St
Proposed Project Area
Height and Bulk Boundary
OS
Open Space district
40-X
Numbers are height limits in feet
Letters refer to bulk limits in City Planning Code Section 270
No scale

Source: San Francisco Planning Department, EIP Associates

Mid-Market Redevelopment Plan

Planning Code Height and Bulk Districts

Figure 6

TABLE 2
SUMMARY OF ZONING CLASSIFICATIONS IN THE PROJECT AREA

Zoning	Description	Principal Permitted Uses	FAR
C-3-G	Downtown General Commercial District	Office, hotel, retail, residential, wholesale, entertainment, institutional and some light manufacturing	6:1
C-3-R	Downtown Retail District	Same as C-3-G	6:1
C-3-S	Downtown Support District	Same as C-3-G	5:1
C-M	Heavy Commercial Districts	Wholesale, storage, repair, retail, office, service uses	9:1
SLR	Service/Light Industrial/Residential District	Retail, residential, general commercial, home/personal/business services, light industrial, institutional, cultural arts and artisan, live/work space, and parking. (General office, hotels, nighttime entertainment, movie theaters, adult entertainment and heavy industrial uses are **not** permitted.)	2.5:1, with exceptions for live/work and daycare uses
P	Public Use District	Land or structures owned by a government agency for some form of public use	N/A
RSD	Residential Service District	Residential, institutional, vehicle parking, retail, assembly, recreation, arts and entertainment, home and business services, live/work units, motor vehicle services, industrial. (General office, nighttime entertainment, and movie theaters are **not** permitted.)	1:200 (residential under 40 feet), 1:8 (non-residential)
RC-4	Residential-Commercial District High Density	Residential, Supporting Commercial	1 dwelling unit per 200 square feet of lot area; 4.8:1 for non-residential

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Note:

[1] FAR = floor area ratio, the ratio of the gross floor area of all the buildings on a lot to the area of the lot.

IMPACTS

SIGNIFICANCE CRITERIA

The project would have a significant effect on land use if it would physically disrupt or divide an established community or have a substantial impact on the existing character of the vicinity.

PROPOSED REDEVELOPMENT PLAN

The Mid-Market Plan identifies Development Opportunity Sites and Rehabilitation Opportunity Sites as shown in Figure 3, p. 15. Proposed land uses would include affordable and market-rate housing, affordable and market-rate office, parking, institutional, retail, hotel, and theater/arts uses, in new development or with rehabilitation of older structures

The proposed new development scenarios discussed in Chapter II, Project Description, include approximately 5,125,000 gross square feet of new development, on 24 Development Opportunity Sites. The new development would encompass approximately 2,798,000 square feet of new housing [affordable and market-rate] that would result in approximately 3,200 new dwelling units, 925,000 new square feet of office space, 548,000 new square feet of parking, 54,000 new square feet of institutional space, 200,000 new square feet of retail, 325,000 new square feet of hotel, and 192,000 new square feet of new theater and art space.

The proposed scenarios also include about 845,000 square feet of rehabilitation and redevelopment of older structures on 14 Rehabilitation Sites. Rehabilitated structures would consist of approximately 97,000 square feet of housing, 292,000 square feet of office space, no parking, 52,000 square feet of institutional space, 194,000 square feet of retail, 60,000 square feet of hotel, and 159,000 square feet of rehabilitated theater and art space.

LAND USE CHANGES

The proposed Mid-Market Plan is intended to improve the land use character of the Project Area. The proposed changes would result in new land use development as well as rehabilitation of existing buildings within the Project Area. It is possible that some of the proposed land use changes would occur without implementation of the Redevelopment Plan.

However, private enterprise or City actions, working together or alone, would not be expected to achieve the land use changes necessary to eliminate economic and physical blight within the Project Area. Implementation of the Redevelopment Plan would generally create a more compatible land use pattern and would upgrade the overall economic and physical conditions of the Mid-Market corridor. At the same time, the proposed Redevelopment Plan includes safeguards to minimize or eliminate displacement of residents.

By about the year 2020, implementation of the Mid-Market Plan would add up to 3.6 million square feet of net new, mixed-use development in the project area, and would rehabilitate approximately 845,000 square feet of space in existing, older structures. The majority of opportunity sites targeted for new development currently include lots composed of single uses, whereas the majority of opportunity sites targeted for rehabilitation include mixed-use buildings. Approximately 55 percent of the total new development in the area would include affordable and market rate housing, followed by affordable and market rate office space (18 percent), parking (11 percent), hotels (6 percent), with the remainder consisting of institutional, retail, and theater/arts uses. Approximately 34 percent of the rehabilitated building space would consist of affordable and market rate offices, followed by retail (23 percent), theater/arts (18 percent), affordable and market rate housing (11 percent), hotel (7 percent), and institutional (6 percent).

The Mid-Market Plan would provide for mixed-use development on most opportunity sites, in an area of the City that is already developed with a mix of land uses. The Plan would not introduce any new land uses to the Project Area. Overall, the Plan would, however, intensify and concentrate existing uses on several opportunity sites, which would change the density and distribution of land uses in the Project Area, consistent with the existing *Planning Code*. The Mid-Market Plan does not identify specific development plans for Development Sites or Rehabilitation Sites. However, the potential uses would be compatible with the existing, mixed-use character of the area, and none would physically divide an established community. Housing proposed near theaters on Market Street could, however, result in new residents in conflict with nighttime noise from theater activities as well as lessening parking available for theater patrons. Noise effects of the proposed project are discussed in Section III.I, noise and parking effects are discussed in Section III.G, Transportation. Implementation of the Mid-

Market Plan would, however, reduce physical blight in the area, thus improving its overall land use character.

PROPOSED AMENDMENTS TO *THE PLANNING CODE*

The Redevelopment Plan would amend the *San Francisco Planning Code* to achieve its goals. The proposed amendments, which are described above in this section, would generally restrict or expand permitted uses in the Project Area, and would establish quantitative controls and incentive programs such as density bonuses, design guidelines, replacement policies, and inclusionary requirements for future projects. Proposed land use changes would include, but would not be limited to, prohibiting street-level office uses and restricting adult entertainment businesses in some locations, and permitting housing and community services in all project area use districts. The proposed amendments to the *Planning Code* would reduce blight and generally improve the overall land use character of the Mid-Market corridor. With the introduction of only housing being allowed adjacent to existing theaters, nighttime noise conflicts between theater patrons and adjacent residents could pressure theaters to curtail their operations. None of the proposed changes would physically divide an established community or adversely change the character of an established neighborhood.

C. POPULATION, EMPLOYMENT, AND HOUSING

ENVIRONMENTAL SETTING

This section describes current employment, population and housing characteristics in the Project Area. Information sources include the 1990 and 2000 United States Census, the Association of Bay Area Governments (ABAG)'s *Projections 2000* and various Mid-Market background reports prepared for the San Francisco Redevelopment Agency and the San Francisco Planning Department.

Except for three blocks located north of Market Street, the Project Area lies mostly within Census Tract 176.01.[1] This census tract is bounded by Market, Howard, Fourth, and Tenth Streets. Census data for this tract is used to describe general characteristics of the population that currently resides in the Project Area. The Project Area also includes three blocks located north of Market Street that are in Census Tracts 124 and 125.

Estimates of existing population and housing units for the Project Area are based on the 2000 Census data for the blocks of Census Tract 176.01 in the Project Area. Employment is estimated using the City of San Francisco land use database and reviewing information about existing uses provided by the San Francisco Redevelopment Agency.

EMPLOYMENT

Two sources of information were reviewed to estimate the existing employment in the Project Area. The first is information developed by the Planning Department on employment by Traffic Analysis Zone (TAZ).[2] The second is the building inventory information prepared for the Project Area. All or most of five TAZ are included in the Project Area, and smaller portions of an additional seven TAZs comprise the rest of the area. Review of the project area and the TAZ data indicate that, in 2000, there were approximately 10,500 employees in the project area, using the City Transportation Model data as a basis and adjusting for the project boundaries.

The Project Area has about 5.7 million square feet of buildings; most of the building area (about 87 percent) is occupied by commercial structures. The Project Area, as documented in the *Mid Market Redevelopment Project Draft Preliminary Report*[3], has a higher vacancy rate and more underutilized buildings than other areas of the City, making it more difficult to estimate employment from the built space. As of June 2001, Keyser Marston Associates reported a 12 percent vacancy for Class B office space in the survey/Project Area compared to 8 percent citywide.

As shown in Table 3, the buildings in the project area include 5.0 million square feet of commercial uses excluding residential space. With 10,500 employees in this area and a 12% vacancy, the implied average existing employment density was about 415 square feet per employee. As reflected by the existing conditions, the buildings in the area are less intensively utilized than employment densities in other downtown areas, reflecting the age of the buildings, mix of uses, and overall economic conditions. However, this check of employment data using built-space factors corroborates the jobs estimate based on the TAZ database.

As shown in Table 4, Mid-Market represents about 1.7 percent of the 628,900 jobs in San Francisco. The Project Area has a concentration of lower rent office buildings that have traditionally housed non-profit and government uses. Offices uses are the predominate employment category, followed by commercial/retail uses and hotel employment. The area also includes employment related to theaters and entertainment facilities.

HOUSING AND POPULATION

As of the 2000 Census, an estimated 1,720 housing units are in the Project Area. Total population is estimated at about 3,080 of which 590 are in non-institutionalized group quarters, such as residential hotels. The average household size is 1.52 (which is smaller than the city-wide average household size of 2.3) according to 2000 Census data. This represents less than 0.5 percent of San Francisco's total household population; however, the area includes three percent of the group quarters population in the city. Men are more prevalent in the area than

TABLE 3
DISTRIBUTION OF EXISTING SPACE IN THE PROJECT AREA

Land Use	No. of Parcels	Total Square Feet	Percent of Square Feet
Office Buildings	32	2,210,463	38%
Commercial Property	70	2,065,130	36%
Residential Hotels	14	472,127	8%
Residential	4	292,465	5%
Hotels	3	286,469	5%
Industrial	25	168,042	3%
Theaters	4	159,382	3%
Garages	3	53,632	1%
Vacant Buildings	19	22,250	0%
Banks	2	10,702	0%
Miscellaneous	10	1,630	0%
Clubs, Lodges	2	-	0%
Public Property	2	-	0%
Motels	4	-	0%
Church/Welfare	1	-	0%
Parking Lots	1	-	0%
Total	**197**	**5,742,292**	**100%**

Note: This data is drawn from property tax records that have missing information on some properties, including square feet of development.

Source: Metroscan Property Tax Data; Keyser Marston Associates, Inc.; San Francisco Redevelopment Agency; Pittman & Associates, 2002.

TABLE 4
EXISTING CONDITIONS SUMMARY: PROJECT AREA

	Project Area	San Francisco	% of City
Jobs	10,500	628,860	1.67%
Housing Units	1,721	346,527	1.7%
Occupied Housing Units	1,637	329,700	0.5%
Vacancy Rate	4.9%	4.9%	0.5%
Population	3,081	776,733	0.4%
Group Quarters Population	590	19,757	3.0%
Persons per Household	1.52	2.30	

Source: ABAG *Projections 2000,* 2000 Census of Population; Pittman & Associates, 2002.

women and represent 67 percent of the Project Area population. (Citywide, men make up 51 percent of the population.)

The Project Area also tends to have an older age range than the City overall. The highest age range for Mid-Market is in between 35 to 44 (22 percent Mid-Market vs. 17 percent) Citywide), where as the City has its highest age range between 24 and 34 (See Table 4.1.)

● TABLE 4.1
GENDER AND AGE DISTRIBUTION

	San Francisco County		**Mid-Market Census Tract 176.01**[1]		**Mid-Market Census Tract 176.01 as Percent of City**
Subject					
Total population	776,733	100%	**5,756**	100%	0.74%
Sex And Age					
Male	394,828	51%	3,772	66%	0.96%
Female	381,905	49%	1,984	34%	0.52%
Under 5 years	31,633	4%	136	2%	0.43%
5 to 9 years	31,564	4%	158	3%	0.50%
10 to 14 years	30,813	4%	177	3%	0.57%
15 to 19 years	33,334	4%	191	3%	0.57%
20 to 24 years	56,054	7%	452	8%	0.81%
25 to 34 years	180,418	23%	1,161	20%	0.64%
35 to 44 years	133,804	17%	1,257	22%	0.94%
45 to 54 years	107,718	14%	1,108	19%	1.03%
55 to 59 years	35,026	5%	320	6%	0.91%
60 to 64 years	30,258	4%	242	4%	0.80%
65 to 74 years	53,955	7%	348	6%	0.64%
75 to 84 years	37,929	5%	168	3%	0.44%
85 years and over	14,227	2%	38	1%	0.27%

Source: U.S. Census Bureau, Census 2000

[1] The Project Area lies primarily within Census Tract 176.01, which is bounded by Market, Howard, Fourth, and Tenth Streets. The Project Area also includes three blocks located north of Market Street that are in Census Tracts 124 and 125.

Census data indicate that the racial composition of the Project Area is different from that of the City as a whole. An estimated 40 percent of Project Area residents are white, compared with 50 percent citywide. The percentage of African Americans (20 percent) exceeds the citywide percentage of 8 percent. Approximately 11 percent of Project Area residents reported being of Hispanic origin in 2000, compared with 14 percent citywide. (See Table 5.)

TABLE 5
DEMOGRAPHIC PROFILE OF POPULATION, 2000: PROJECT AREA

				Share of Population	
	Project Area	San Francisco	% of City	Project Area	San Francisco
White alone	1,224	385,728	0.32%	40%	50%
African American alone	607	60,515	1.00%	20%	8%
American Indian & Alaska Native	42	3,458	1.21%	1%	0%
Asian	886	239,565	0.37%	29%	31%
Native Hawaiian & Other Pacific Islander	12	3,844	0.31%	0%	0%
Some other race	168	50,368	0.33%	5%	6%
Population of two or more races:	142	33,255	0.43%	5%	4%
Total	3,081	776,733	0.40%	100%	100%
Hispanic or Latino	329	109,504	0.30%	11%	14%

Source: 2000 Census of Population; Pittman & Associates, 2002.

Table 5.1 shows that the income level in Mid-Market is disproportionately lower than the City overall. According to the 2000 Census, 30 percent of the Mid-Market population made less than $10,000 and more than three-quarters of the population made less than $50,000 in 1999. The median income for Mid-Market and the City that year was $23,899 and $55,221 respectively. That means more than 75 percent of the Mid-Market population made less than what the median income was for the city in 1999. HUD has established the area median income for San Francisco at $91,800 in 2003.

The existing conditions for population are described from data in the 2000 Census reviewed at the census block level. This is the best available demographic information for the area. However, the Census is likely to have missed some of the residents of the area as population in residential hotels or those without homes are difficult to enumerate successfully. Thus, the Census may represent an undercount of the existing conditions in the area. However, in the

● TABLE 5.1 INCOME DISTRIBUTION

Income in 1999	San Francisco County		Mid-Market Census Tract 176.01[1]		Mid-Market Census Tract 176.01 as Percent of City
Median Income	**55,221**		**23,899**		
Income Range					
Less than $10,000	32,261	10%	726	30%	0.22
$10,000 to $14,999	16,394	5%	184	8%	0.06
$15,000 to $19,999	13,984	4%	216	9%	0.07
$20,000 to $24,999	14,158	4%	135	6%	0.04
$25,000 to $29,999	14,381	4%	107	4%	0.03
$30,000 to $34,999	15,215	5%	167	7%	0.05
$35,000 to $39,999	14,898	5%	144	6%	0.04
$40,000 to $44,999	15,386	5%	124	5%	0.04
$45,000 to $49,999	13,500	4%	88	4%	0.03
$50,000 to $59,999	24,932	8%	78	3%	0.02
$60,000 to $74,999	33,365	10%	241	10%	0.07
$75,000 to $99,999	39,969	12%	83	3%	0.03
$100,000 to $124,999	27,331	8%	39	2%	0.01
$125,000 to $149,999	16,203	5%	56	2%	0.02
$150,000 to $199,999	17,613	5%	34	1%	0.01
$200,000 or more	20,260	6%	19	1%	0.01
Total:	**329,850**	**100%**	**2,441**	**100%**	**0.74**

Source: U.S. Census Bureau, Census 2000

[1] The Project Area lies primarily within Census Tract 176.01, which is bounded by Market, Howard, Fourth, and Tenth Streets. The Project Area also includes three blocks located north of Market Street that are in Census Tracts 124 and 125.

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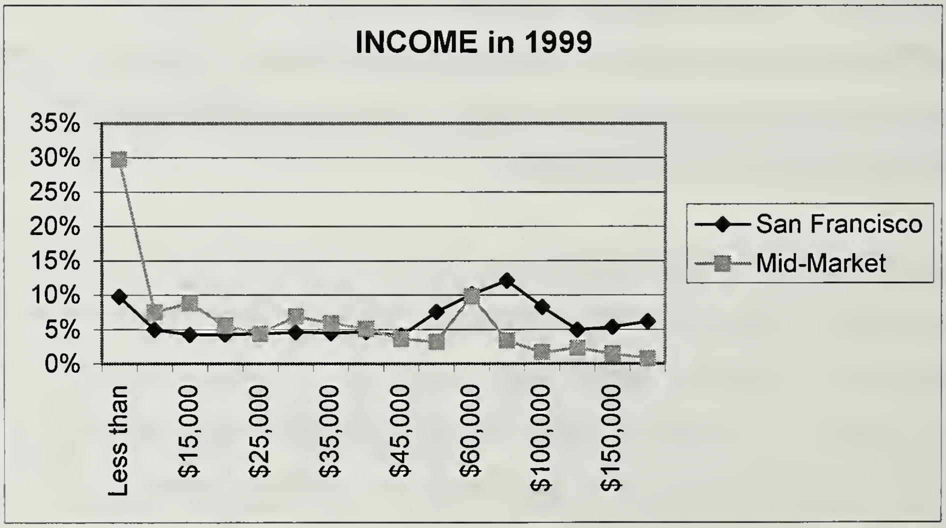


context of the EIR analysis, any undercount would not change the assessment of the impacts in the EIR.

IMPACTS

SIGNIFICANCE CRITERIA

A project will normally have a significant effect on the environment if it will “induce substantial growth or concentration of population,” “displace a large number of people (residents or workers),” create substantial demand for additional housing, or reduce the housing supply.

In addition, *CEQA Guidelines* state that an economic or social change by itself would not be considered a significant effect on the environment. Thus, only those demographic impacts (including those related to a change in the number of employees and residents) that were to cause a substantial adverse physical change to the environment would be considered significant.

Displacement impacts would be considered significant if a substantial number of businesses or residences were acquired or relocated through eminent domain powers.

MID-MARKET REDEVELOPMENT PLAN

The proposed Mid-Market Redevelopment Plan is designed to encourage new development and rehabilitation to address the existing conditions in the area. The Plan includes two types of efforts: direct agency projects and incentives for private sector projects. These incentives would foster job creation and housing development through: 1) implementation of land use changes and improvements, and 2) economic development strategies and activities that would retain existing businesses and housing, and would attract new businesses and housing to the area.

Future employment associated with the various alternatives under consideration was estimated based on employment density factors. Consistent with a conservative analysis, no vacancy was assumed for any of these land uses in the 2020 scenarios examined. Housing units were estimated using an average of about 875 square feet per unit based on the Agency staff's analysis of the opportunity sites and mix of future units. Population was estimated using an average household size of two persons for Mid-Market households in 2020 projections.

The Mid-Market Plan identifies Development Opportunity Sites and Development Rehabilitation sites. Employment density estimate assumptions for the Development Sites and the Rehabilitation Sites are based on San Francisco development patterns and are summarized below:

Use Category	Square Feet per Employee
Office Space	275
Institutional Uses	500
Retail	350
Hotel	900
Theater and Arts	500

Source: San Francisco Redevelopment Agency; San Francisco Planning Department; Pittman & Associates, 2002

Note that actual future development on an Opportunity Site could differ from potential development identified herein, but that in the entire Project Area overall, the land use totals would be expected to be similar to the program-level analysis.

Table 6 shows employment and population estimates at the opportunity and rehabilitation sites, with the implementation of the Mid-Market Plan.[4] The employment densities were applied to potential changes in development in the Project Area. Housing projects typically include commercial space. The floor area totals in Table 6 are development by each use. Estimated growth could occur on lots other than those identified as opportunity sites or different types of development assumed by this analysis could occur on opportunity sites.

About 1.2 million square feet of existing buildings would be replaced by new development in the Project Area. Some of these buildings include housing units. The Mid-Market Plan would increase total housing within the Project Area; this would replace any units lost to demolition. An estimated 1,500 jobs would be displaced (assuming 400 square feet per current job and a 50 percent current vacancy at the Opportunity Sites). Thus, the net new jobs in the area would be about 5,400 jobs after accounting for displaced existing employment.

TABLE 6
OPPORTUNITY SITES ANALYSIS:
MID-MARKET REDEVELOPMENT PLAN

				Gross New Jobs/Population	
Commercial	**Development Opportunity**	**Rehabilitation Sites**	**Total**	**Employees per Square Foot**	**Jobs**
Affordable Office	338,500	100,000	438,500	275	1,595
Market Rate Office	586,500	191,623	778,123	275	2,830
Institutional Uses	54,000	52,000	106,000	500	212
Retail	200,000	194,000	394,000	350	1,126
Hotel	325,000	60,000	385,000	900	428
Theater & Arts	192,500	159,000	351,500	500	703
Total Commercial	1,696,500	756,623	2,453,123		6,893
Housing				**Persons per Household**	**Population**
Affordable SF	1,265,000	42,000	1,307,000		
Market Rate SF	1,533,325	45,000	1,578,325		
Total	2,798,325	87,000	2,885,325		
Housing Units	3,203	100	3,303	2.0	6,605

Source: San Francisco Redevelopment Agency; Pittman & Associates, 2002.

Employment

With the proposed Redevelopment Plan, total potential employment in the Project Area would increase by approximately 50 percent from about 10,500 jobs at present to about 15,900 jobs in 2020 (see Table 7). Note that actual employment at any particular time would likely be somewhat less than this as a result of business turnover and building vacancy rates. As the projects identified include rehabilitation of existing buildings and some demolition, the employment projections are adjusted to reflect net new jobs.

TABLE 7
FUTURE CONDITIONS: MID-MARKET REDEVELOPMENT PLAN

Project Area	**2000**	**2020**	**Increase**	**%Change**
Jobs	10,500	15,890	5,390	51%
Households	1,637	4,940	3,303	202
Population	3,081	9,686	6,605	214%
City of San Francisco				
Jobs	628,860	731,660	102,800	16%
Households	315,550	331,470	15,920	5%
Population	799,000	808,800	9,800	1%
Share of City Totals				
Jobs	1.67%	2.17%	5.24%	
Households	0.52%	1.49%	20.74%	
Population	0.39%	1.20%	67.40%	

Source: ABAG *Projections 2000*; Pittman & Associates, 2002.

Potential projects identified for the area include office buildings totaling about one million square feet of new and rehabilitated buildings with 36 percent of this planned to be affordable office space targeted for non-profit organizations.

The estimated 5,390 net new jobs projected as a result of the plan represents about five percent of the new jobs anticipated to be added in the San Francisco as a whole between 2000 and 2020. Thus, the proposed Redevelopment Plan would not induce substantial growth or concentration in employment that would cause a substantial adverse physical change to the environment.

Housing and Population

As a result of the Redevelopment Plan, approximately 3,300 new or rehabilitated housing units would be constructed in the Project Area by 2020, increasing the existing housing by over 200 percent from the current 1,600 housing units (see Table 7). At least 15 percent of the new housing units would be affordable, as required by the Community Redevelopment Law. Relative to growth in San Francisco, as a whole, the 3,300 units represent 21 percent of the housing growth forecasted by ABAG for the 20-year period. Therefore, a relatively large share of housing growth in San Francisco would occur in the Project Area.

The resident population of the Project Area would increase from about 3,000 people in 2000 to approximately 9,700 by 2020 (see Table 7). Comparing this growth in population to the citywide projection is complicated by anticipated demographic trends that will probably result in smaller household size in the future (resulting in a decline in population even with increases in the number of housing units).[5]

The potential increase in housing units represents growth in the Project Area; but in the context of the overall City would not be a significant increase. The approximate 3,300 housing units represent about a one percent increase in the overall housing stock in the City. Averaged over the 20 years, the growth would be about 165 units a year. This would be possible with the combination of redevelopment and other funding sources for affordable housing combined with a continued demand for market-rate housing.

Projections of Citywide housing growth by ABAG show addition of about 16,000 housing units from 1990 to 2020, or 800 units a year. In the context of these projections, the Project Area would capture 20 percent of the Citywide growth over the next 20 years.

According to the Planning Department, the City of San Francisco has averaged 1,134 net new housing units in San Francisco over the last 11 years.[6] Recent years have seen higher housing production than the recent average. In particular, since 1998, 864 housing units were added in the South of Market Planning Area, an area of the City in the Project Area vicinity, indicating that the concentration of housing growth in this general area of the City is a trend. Housing that would be implemented due to the proposed Mid-Market Plan would not cause substantial growth or concentration of population that would cause an adverse physical change to the environment, and would not be a significant impact.

The Mid-Market Plan, other redevelopment initiatives such as Mission Bay, and the City's affordable housing programs are responses of the City and the SFRA to the relatively strong demand for housing in San Francisco.

Displacement, Relocation and Replacement Housing

Some displacement of existing businesses could occur as specific sites are redeveloped over the initial 20-year period. The nature and extent of such displacements would depend on the real estate market forces in effect at any particular time, as well as the specific development or redevelopment proposals implemented by individual property owners or developers.

Businesses and residents are likely to be displaced by redevelopment efforts. The Redevelopment Agency is required to comply with the provisions of the California Redevelopment Law and State Relocation Assistance Program which include financial assistance to relocate displaced residents of the area as well as assistance in finding decent, safe, and sanitary housing.

Consistent with redevelopment law *(Health and Safety Code* Section 33415) the proposed Redevelopment Plan would include a Housing Relocation Plan, which would address the number of households to be relocated, the affordability needs of these households, available housing sites within the City and the surrounding area, and the provision of last resort housing, if necessary.

Any low- and moderate-income housing removed due to Redevelopment Plan implementation must be replaced within four years of its removal (*Health and Safety Code* Section 33413(a)). The Redevelopment Plan proposes that replacement housing would be available at the time of displacement.

The Redevelopment Plan calls for the SFRA to make all relocation payments required by law to persons (including individuals and families), business concerns, and others displaced from property in the Project Area. Such relocation payments shall be made pursuant to the California Relocation Assistance Law *(Government Code* Section 7260 *et seq.)*, the *Federal Uniform Relocation Act* (42 USC, Section 4601 et. seq.), if federal funds are used to implement the Mid-Market Plan, and Agency rules and regulations adopted pursuant thereto as such may be amended from time to time. The Agency may make such other payments as needed, appropriate and for which funds are available.

Potential displacement of businesses would not be considered a significant impact, as implementation of the proposed Redevelopment Plan would not be anticipated to displace a large number of businesses. The SFRA's implementation of the Redevelopment Plan would be focused to minimize the impact on existing businesses by providing relocation assistance, working with existing owners and tenants to upgrade their facilities, and by encouraging the redevelopment of vacant and underutilized buildings in the area.

NOTES — Population, Housing and Employment

[1] Census Tract 176.01 has the same boundaries as the 1990 Census Tract 176.98.

[2] Data by TAZ was drawn from the draft Summary Documentation: Land Use Forecast 2000 for the SFTA Countywide Transportation Model prepared by the Citywide Policy and Analysis division of the San Francisco Planning Department on October 6, 2000.

[3] Keyser Marston Associates, Draft Preliminary Report, June 2001. A Preliminary Report is one of the statutorily required documents in the redevelopment plan adoption process. It provides documentation of the existing conditions in the area.

[4] The Redevelopment Agency provided the source of this estimate in the excel file, "Mid Market Scenario Summary.xls." The Agency initially created the file in August 2000 and provided it to EIP Associates in July 2001.

[5] For example, ABAG forecasts that in 2010 San Francisco's population would be 818,800 persons in 329,080 households and the 2020 population would be 808,800 in 331,470 households.

[6] Data and Needs Analysis, 2001 Housing Element Revision, San Francisco Planning Department June 1, 2001.

D. URBAN DESIGN AND VISUAL QUALITY

This section describes the urban design and visual quality of the Project Area, and addresses potential impacts of the proposed Mid-Market Redevelopment Plan on the area's existing visual character. Visual quality in an urban setting is comprised of elements such as building scale, height, architectural features and materials, patterns of buildings along street frontages, and views of public open space or plazas or of more distant landscape features such as hills, the Bay or built landmarks, such as bridges. These elements help define the sense of place in an urban context. In general, positive urban design character in San Francisco, as reflected in *San Francisco General Plan* policies, encourages "street walls" of buildings fronting on sidewalks, maintaining buildings of architectural character, relating new development to existing, older buildings, and protecting important views of open space or landmarks.

ENVIRONMENTAL SETTING

The Project Area is in Downtown San Francisco, generally extending from Fifth Street to Tenth Street along the Market Street and Mission Street corridors (see Figure 2, p. 3). The Project Area is adjacent to San Francisco's major cultural and retail destinations, home to several historic theaters, and near major civic buildings and open spaces. City Hall, the Main Library, Civic Center Plaza, and other prominent government buildings and spaces are northwest of the Project Area in the Civic Center area. Theaters along Market Street in or near the Project Area include the Orpheum, Golden Gate Theater, and Warfield Theater. East of the Project Area is the City's main downtown shopping district around Union Square and along Market Street. The South of Market Area (SOMA), south of the Project Area, is a mixed-use Downtown-support commercial and residential district.

EXISTING VISUAL CHARACTER

Project Area

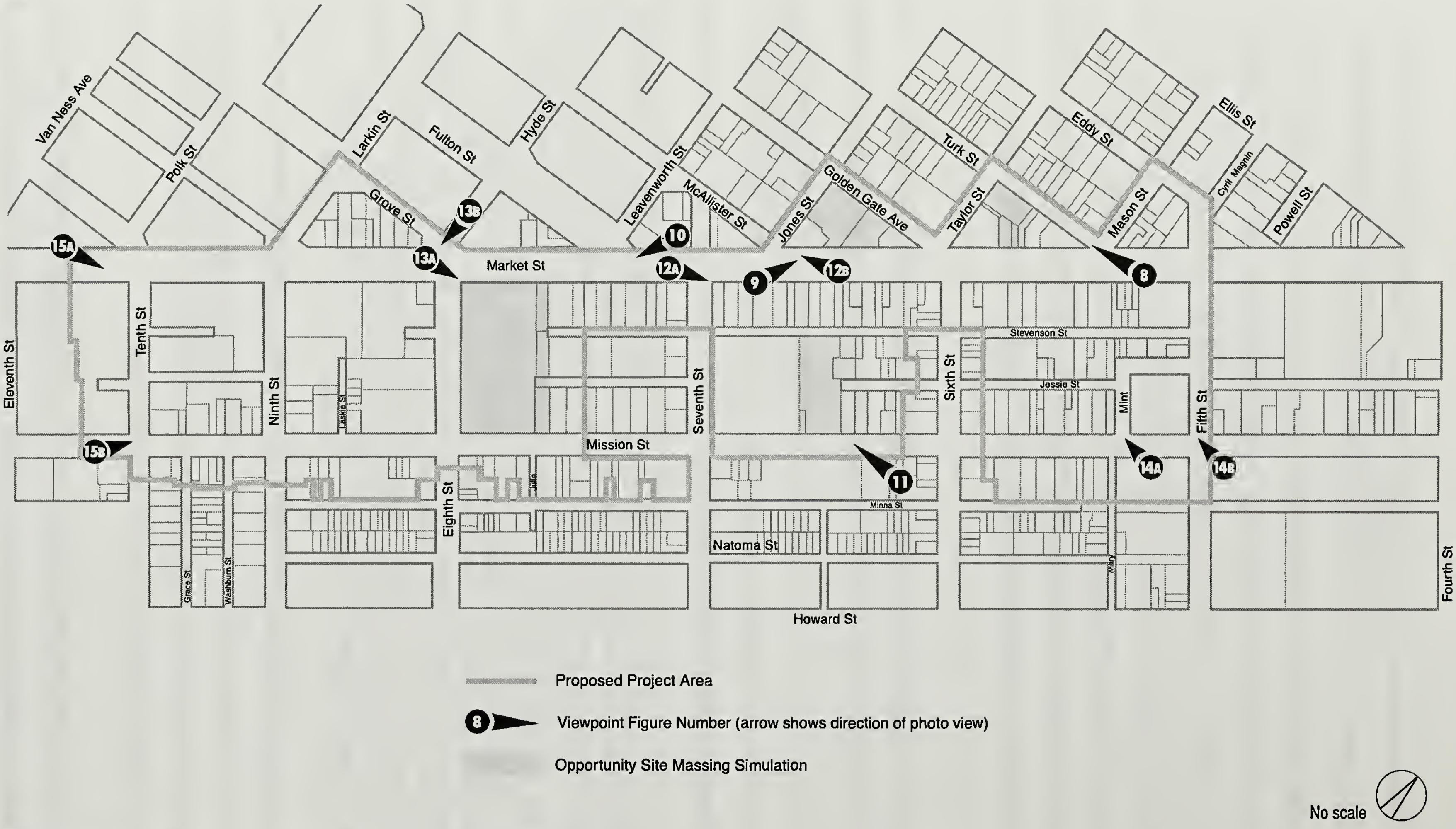
The Project Area is consistent with the urban character of downtown San Francisco. The Project Area includes a relatively large proportion of older structures built in the early 20th century, interspersed with modern office or residential buildings. Building materials include masonry, terra-cotta, concrete, and glass. Structures along Market Street range from one to 18 stories high, with the majority of structures between two to seven stories. Mission Street is generally lower scale, with structures ranging from one to seven stories, but typically between one and three stories. Structures on Sixth through Eighth Streets are generally built to the sidewalk line and range from one to seven stories high. The Market Street corridor has 25- to 31-foot-wide brick sidewalks and numerous street trees, whereas Mission Street has 15-foot-wide concrete sidewalks and fewer street trees with a lower level of pedestrian activity. Many of the structures along both corridors have canopies with signage above ground-floor commercial uses.

Figure 7, p. 56, shows viewpoint locations of photographs of the Project Area that are included in Figures 8 through 15, pgs. 57-64. The figures show existing conditions and from selected locations (Figures 8, 9, 10 and 11), conditions with the project. The latter include massing diagrams that show the maximum development envelope under the Redevelopment Plan, without articulation or specific building design.

Although buildings along Market Street vary in terms of building heights, styles, and uses, the overall pattern of development is structures built in the early 20th century that form a consistent street wall fronting the sidewalk with full lot coverage and few setbacks between buildings. On the north side of Market Street are a number of “flatiron” or “gore” buildings on triangular corner parcels created by the angle at which the North of Market east-west/north-south street grid encounters the southwesterly/northeasterly alignment of Market Street. A number of these gore corner buildings are ornate in design. See Figures 8, 9, and 12B.

The change in street grid patterns affects views of older buildings north of Market Street, as well as views of the Civic Center and City Hall. The eastern edge of the Project Area along Market Street is framed by open space at Hallidie Plaza to the north and the five-story Beaux Arts retail and office building to the south at 901 Market Street.

Between Fifth and Sixth Streets on the south side of Market Street, buildings include two- to six-story older structures, and a 15-story office building on the corner of Sixth and Market

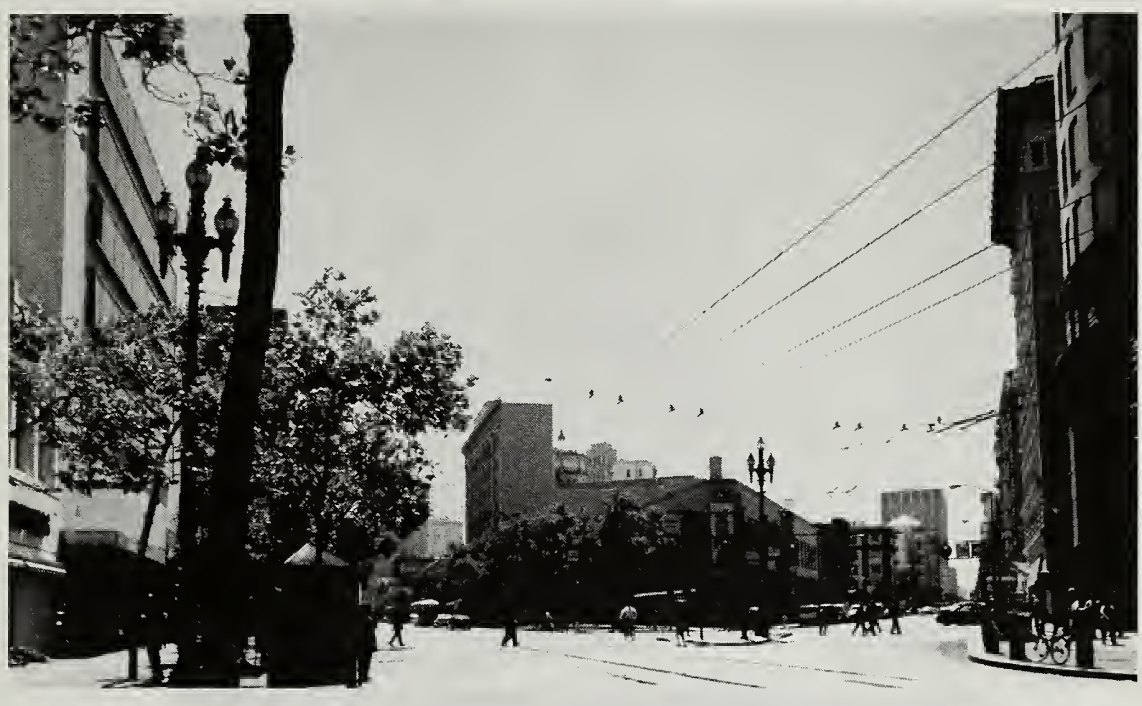

Van Ness Ave
Polk St
Larkin St
Fulton St
Hyde St
Grove St
Leavenworth St
McAllister St
Jones St
Golden Gate Ave
Turk St
Taylor St
Eddy St
Mason St
Ellis St
Cyril Magnin
Powell St
Market St
Eleventh St
Tenth St
Ninth St
Laskie St
Eighth St
Julia
Seventh St
Sixth St
Mint
Fifth St
Fourth St
Stevenson St
Jessie St
Mission St
Minna St
Natoma St
Mary
Grace St
Washburn St
Howard St
15A
15B
13A
13B
10
12A
9
12B
11
8
14A
14B
Proposed Project Area
8
Viewpoint Figure Number (arrow shows direction of photo view)
Opportunity Site Massing Simulation
No scale

Source: EIP Associates

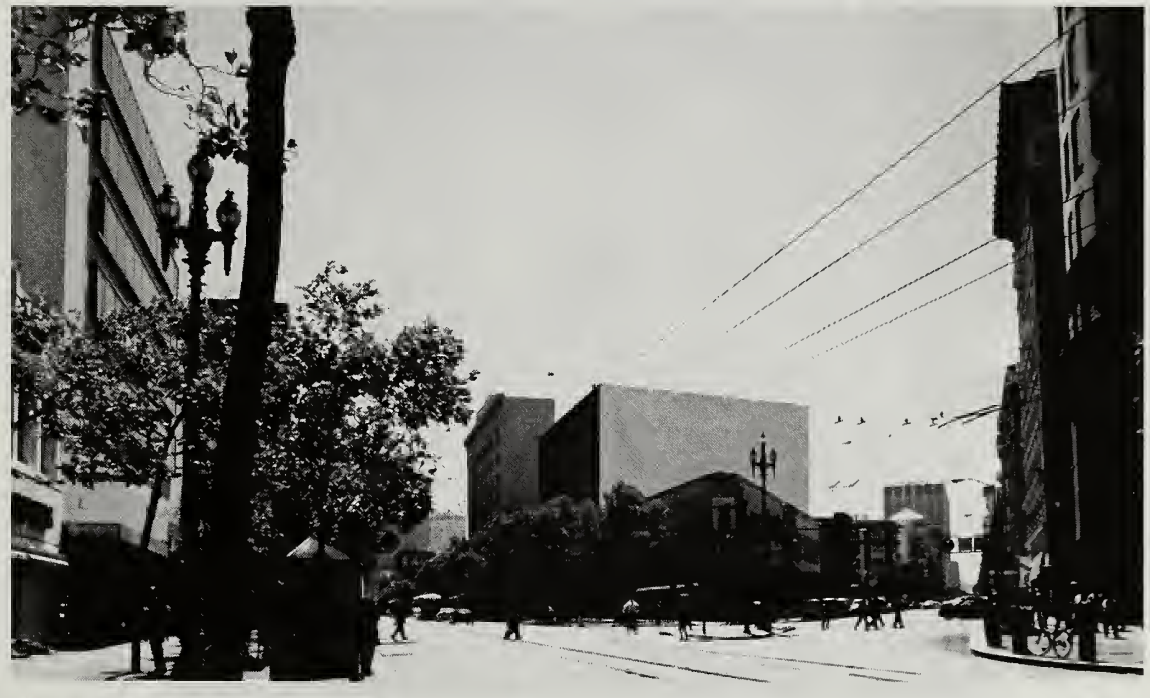
Mid-Market Redevelopment Plan

Viewpoint Location Key

Figure 7



Existing View



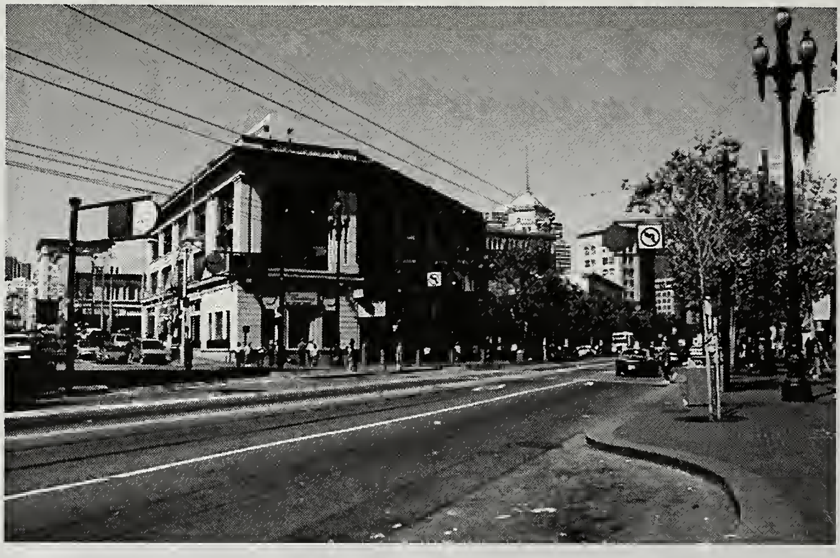
Massing Simulation

Source: 3D Visions, EIP Associates

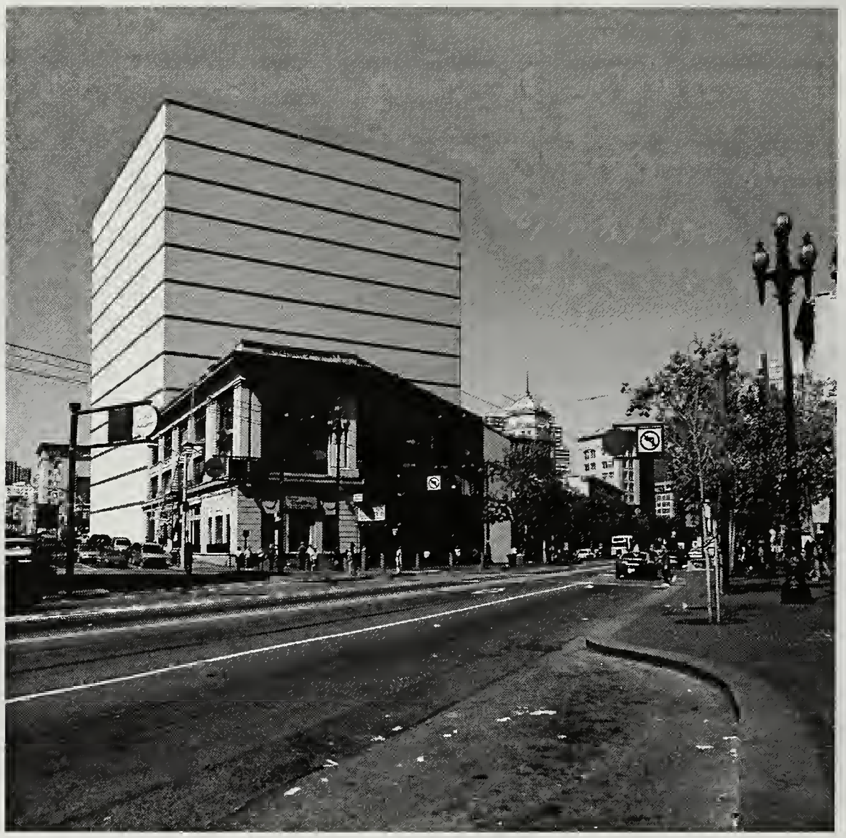
Mid-Market Redevelopment Plan

View West on Market Street at Turk Street

Figure 8



Existing View



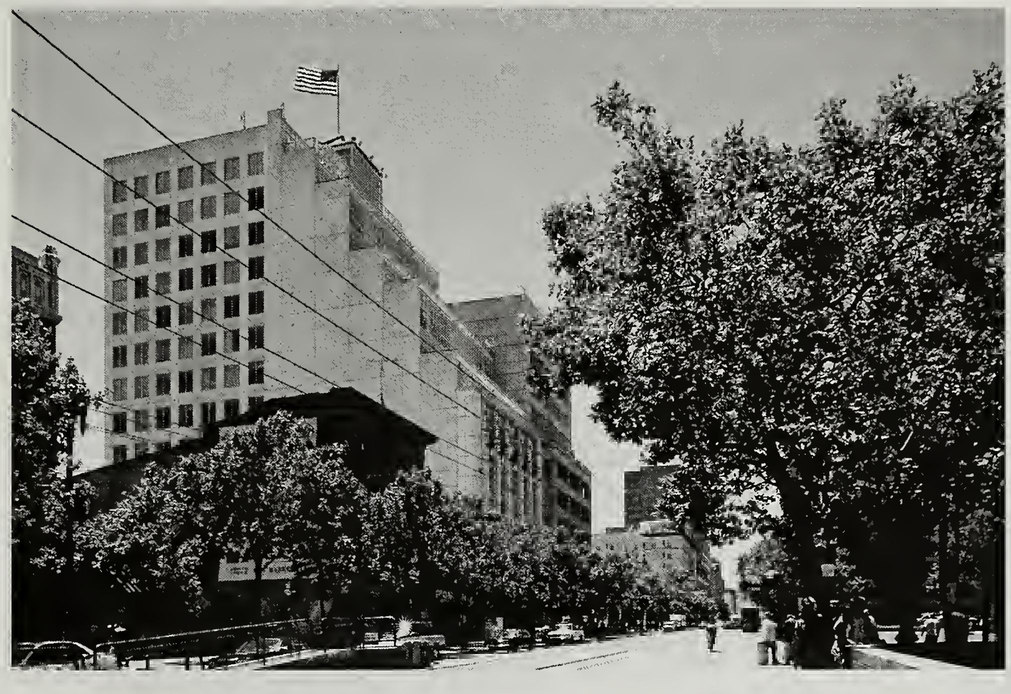
Massing Simulation

Source: 3D Visions, EIP Associates

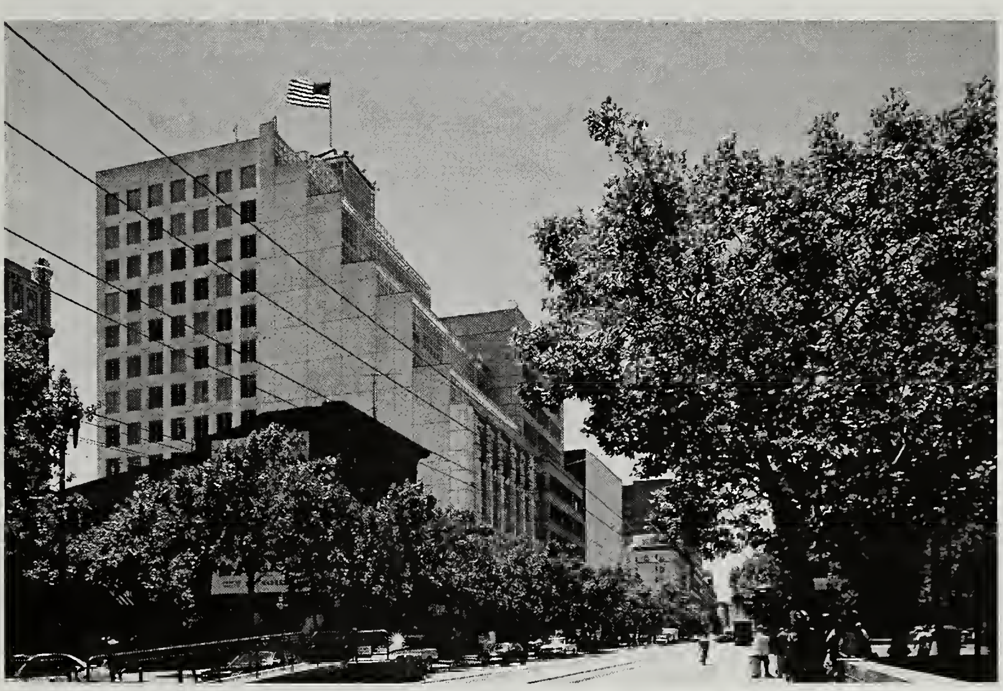
Mid-Market Redevelopment Plan

View of North Side of Market Street at Jones Street

Figure 9



Existing View

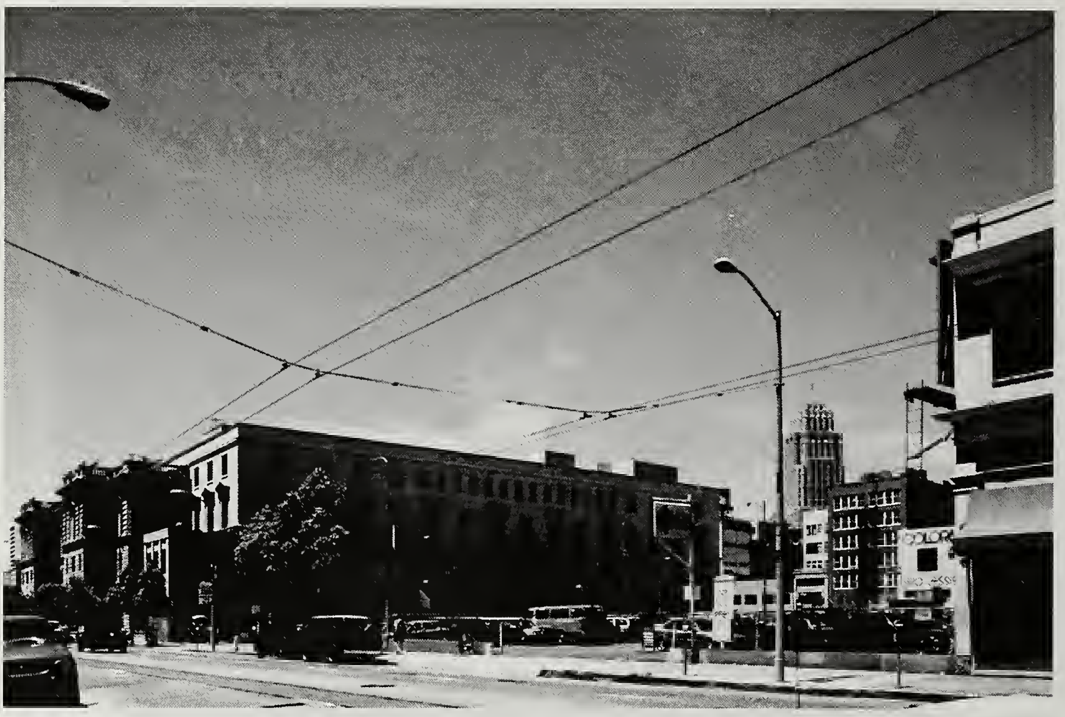


Massing Simulation

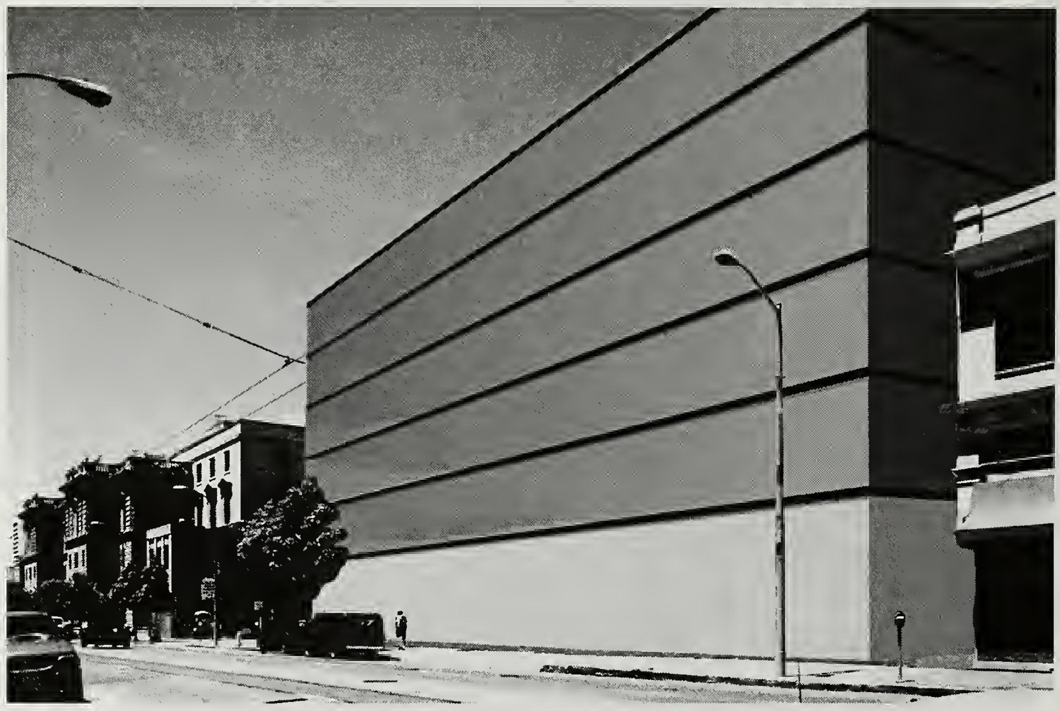
Source: 3D Visions, EIP Associates

View West on Market Street Between Seventh Street and Eighth Street

Figure 10



Existing View



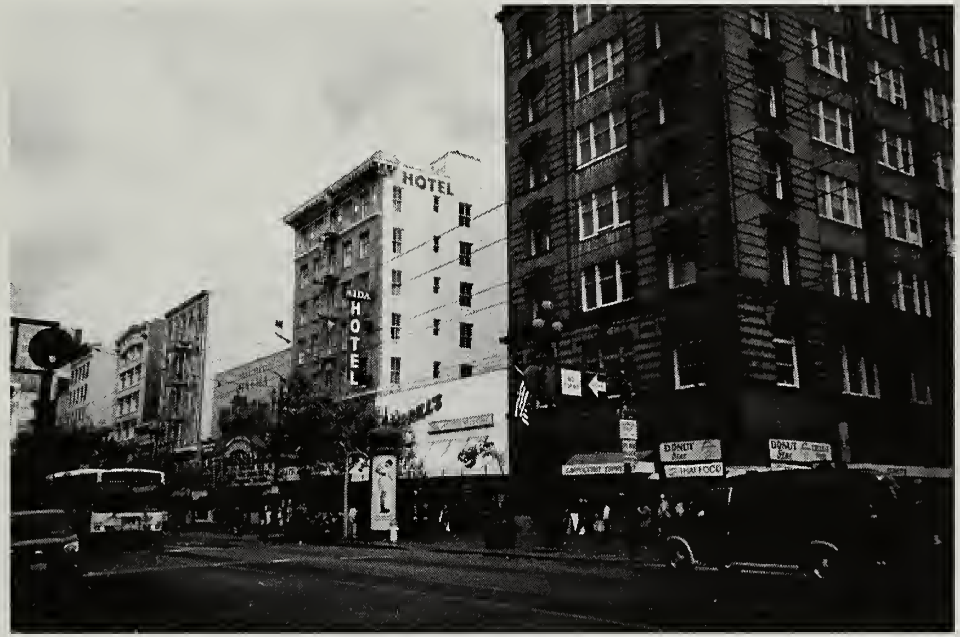
Massing Simulation

Source: 3D Visions, EIP Associates

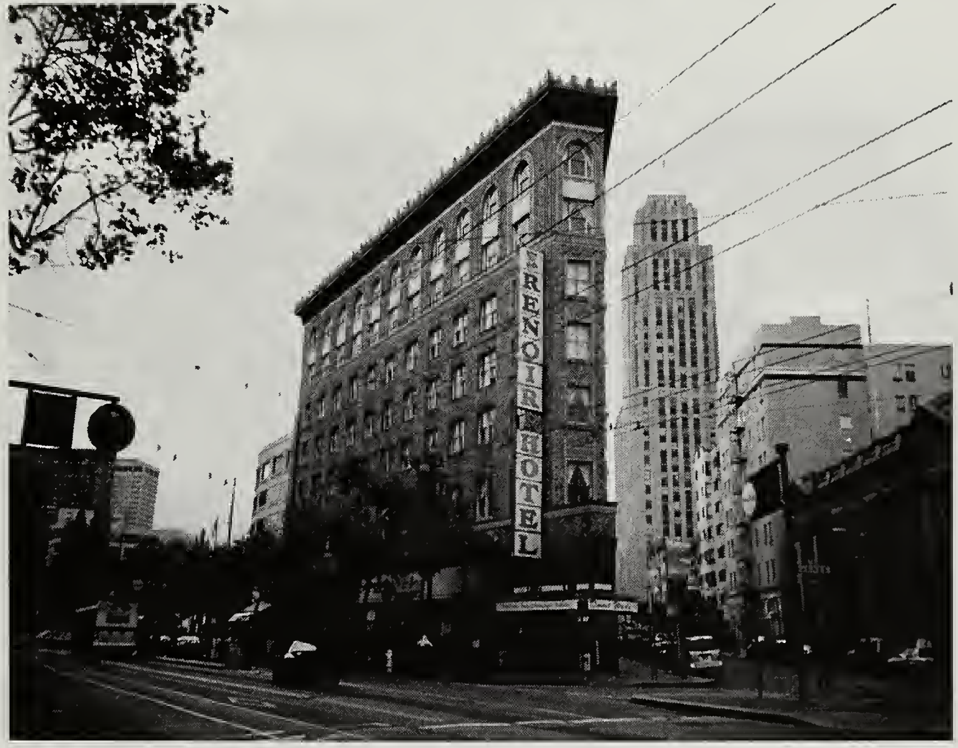
Mid-Market Redevelopment Plan

View of North Side of Mission Street Between Sixth Street and Seventh Street

Figure 11


HOTEL
AIDA HOTEL
DONUT Star
DONUT Star

12 A. View of South Side of Market Street Near Seventh Street


RENOIR HOTEL

12 B. View of Market at McAllister Street

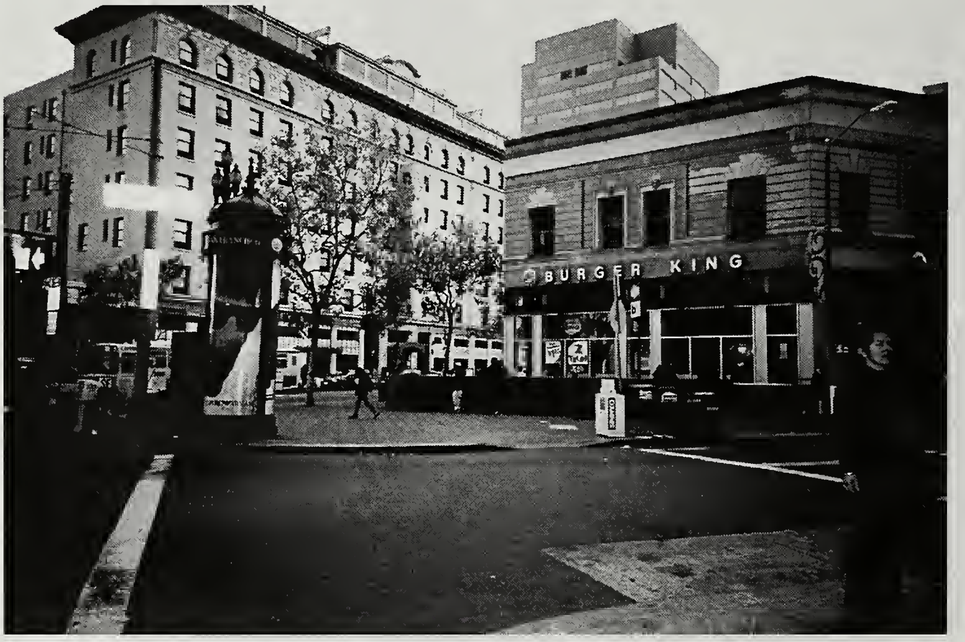
Source: 3D Visions, EIP Associates

Mid-Market Redevelopment Plan

Views of Market Street near Seventh Street

Figure 12

13 A. View of South Side of Market Street Near Eighth Street

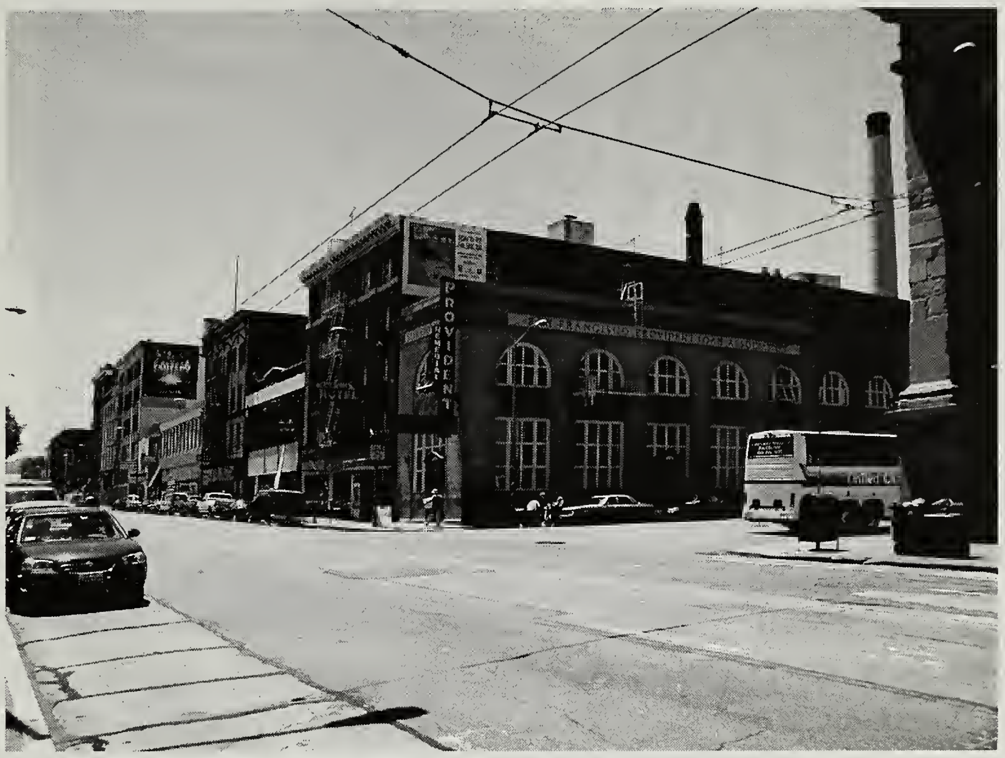


13 B. View West of Market Street at Hyde Street Near Eighth Street

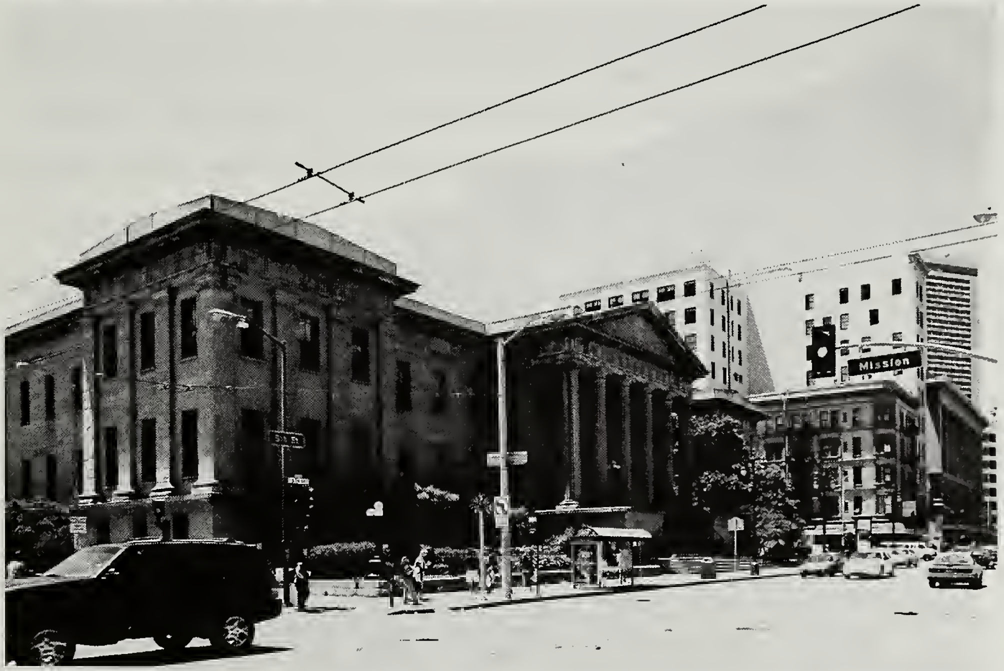
Source: 3D Visions, EIP Associates

Views of Market Street near Eighth Street

Figure 13



14 A. North Side of Mission Near Fifth Street



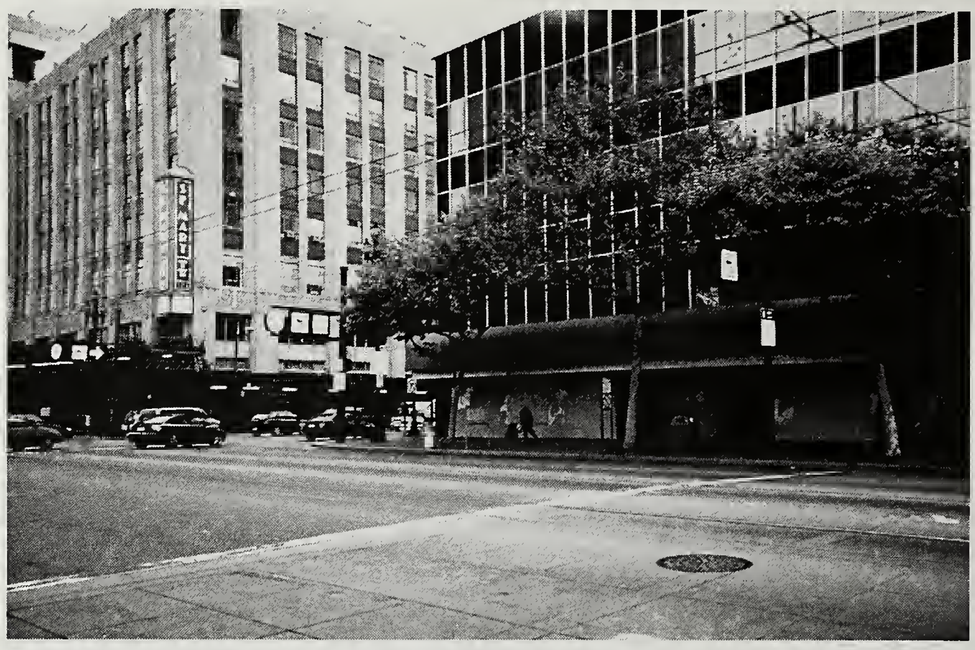
14 B. Old U. S. Mint at Fifth Street and Mission Street

Source: 3D Visions, EIP Associates

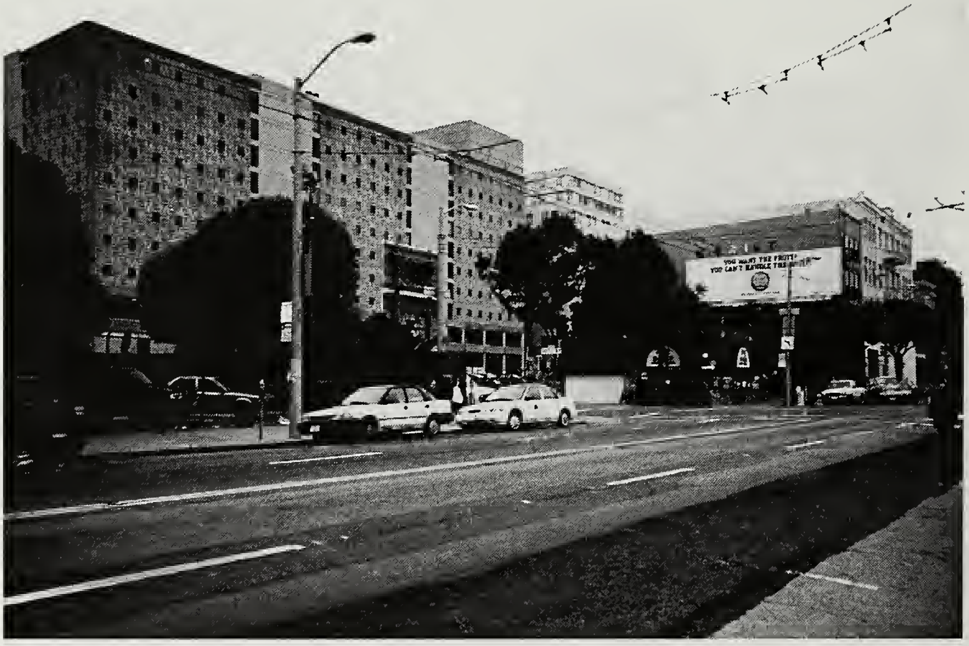
Mid-Market Redevelopment Plan

Views of Mission Street and Old U. S. Mint

Figure 14



15 A. View East on Market Street Near Tenth Street



15 B. View East on Mission Street Near Tenth Street

Source: 3D Visions, EIP Associates

Mid-Market Redevelopment Plan

Views of Market Street and Mission Street near Eighth Street

Figure 15

Streets. Buildings on Golden Gate Avenue between Jones and Taylor Streets primarily consist of three- to seven-story residential hotel or apartment buildings constructed between 1906 and 1931. The typical building features brick or stucco cladding, decorated entrances and lobbies, a prominent cornice, and frontages facing the sidewalk. Along the north side of Market Street, buildings are a mix of low- to mid-rise masonry structures, with expansive glass entrances and street-level retail uses.

Historic theaters between Fifth and Seventh Streets include the five-story-tall Warfield Theater at 982 Market Street, the Golden Gate Theater at One Taylor, and the four-story-tall Orpheum Theater at 1192 Market Street. The south side of Market Street includes a range of older structures generally with a consistent six- to eight-story façade (see Figure 12A, p 61). The north side of Market Street near Seventh Street includes "gore" buildings, such as the Renoir Hotel near McAllister Street (see Figure 12, p 61).

Between Seventh and Eighth Streets, older buildings give way to the west to newer office buildings at 1125 and 1145 Market Street (see Figure 10, p 59). On the south side of Market Street, the street wall is interrupted by the eight-story Trinity Plaza Apartments building at Eighth and Market Streets which has a large setback from Market Street occupied by surface parking (see Figure 13A, p. 62). Building heights and styles vary on the Market Street block immediately west of Eighth Street, with the one-story Washington Mutual Bank building with glass facades fronted by columns on the corner of Eighth and Market Streets, the older seven-story Ramada Plaza Hotel building, and the State Compensation Insurance Corporation building stepping up to 16 stories high at the corner of Market and Ninth Streets (see Figure 13B, p. 62). On the north side of Market Street, west of Eighth Street, development primarily consist of two- to three-story smaller, early 20th century buildings.

Variations in the street wall include United Nations Plaza at the foot of Fulton Street with views to the Civic Center and City Hall, west of the Project Area.

Development along Mission Street is generally lower scale than on Market Street. The northern side of Mission Street contains a mix of older masonry buildings and newer structures between one and six stories high, interspersed with parking lots or vacant sites (see Figure 11,

p. 60, and Figure 14A, p. 63). Building heights on Mission Street are generally higher towards the easterly part of the Project Area. The south side of Mission Street has lower building heights, with commercial and light industrial buildings generally between one and three stories high, interspersed with relatively small parking lots.

Outside the Project Area at Seventh and Mission Streets, west of the US Court of Appeals, is the site of the proposed federal office building. That proposed development would encompass about 593,000 gross square feet, including a 240-foot office tower along Stevenson Street, and a pair of plazas along Seventh and Mission Streets.

The historic US Court of Appeals building at Seventh and Mission Streets and the historic US Mint Building at Fifth and Mission Streets are prominent visual features both for their relatively large massing and for their Beaux-Arts / Classical Revival style (see Figures 11, p. 60, and 14A, p. 63). For further information on historic resources in the Project Area, see Section III.F, Cultural Resources.

A Pacific Gas & Electric Co. (PG&E) substation occupies the southern half of the block between Ninth and Eighth Streets near Mission Street, and consists of a gray, concrete façade with no windows or ornamentation. Parking lots and vacant land occupy parts of the block between Eighth and Ninth Streets and between Stevenson and Mission Streets.

Development west of Ninth Street is a mix of building types and scales. This includes the 10-story, Art Deco-style SF Mart building occupying the entire frontage between Ninth and Tenth Streets along Market Street, a four-story contemporary office building on the corner of Mission and Tenth Streets, and two- to three-story older buildings and a vacant lot along Tenth Street. Figures 15A and 15B, p. 64, illustrates views of the Project Area near Tenth and Market Streets and Tenth and Mission Streets.

Many smaller residential buildings in the Project Area built after the 1906 Earthquake and Fire are located in the alleys that divide the major blocks. These buildings are typically two or three stories high, often with raised brick or veneer bases on relatively narrow lots. Buildings are wood frame and are often mixed together with smaller industrial or auto repair buildings.

Several older, three- to ten-story commercial and residential structures forming a continuous street wall are on narrow alleys off of Fifth Street.

Project Vicinity

The project vicinity reflects the character of downtown San Francisco and includes a mix of mid-scale retail and entertainment uses to the east, civic buildings to the north, office and commercial buildings to the west, and lower-scale mixed-use development to the south.

Several large, modern office and residential buildings are west of the Project Area, near Van Ness Avenue. These buildings include the mixed-use retail/residential office tower at Fox Plaza at Market and Polk Streets, and the 100 Van Ness Avenue office tower at Fell Street.

The Civic Center Historic District, a designated City and federal Landmark District, is north of the Project Area. Government buildings are grouped together, centering on the domed City Hall and Civic Center Plaza. Building styles are Beaux Arts / Classical Revival. United Nations Plaza, with its view of City Hall, visually and physically connects Market Street to the Civic Center to the west and to the south to the old Federal Building and the under construction federal building at Seventh and Mission Streets.

North and northeast of the Project Area is the North of Market or Tenderloin area with a concentration of three- to seven-story residential buildings constructed between 1906 and 1931. Building features include brick or stucco cladding, decorated entrances and lobbies, a prominent cornice, and façades facing the sidewalk.

East of the Project Area is San Francisco's downtown retail core along Market Street, established in the late nineteenth century, and newer development at the Yerba Buena Center (YBC) Redevelopment Area. The retail core is part of an ensemble on Market Street of historic, older buildings and more contemporary buildings with relatively consistent heights and street walls. Structures include seven- to 12-story post-Earthquake developments exhibiting a range of architectural styles. Many buildings, such as the Emporium Building, the 833 Market Street building, the Flood Building, the Bank of America building at One Powell Street, and 901 Market Street building, are Beaux-Arts style with classical detailing.

More recent development, such as the seven-story San Francisco Shopping Centre immediately east of the Project Area, is of contemporary design and materials. Buildings in YBC include contemporary designs such as the Moscone Convention Center, the Yerba Buena Center for the Arts, the Metreon, and the adjacent Yerba Buena Gardens open space. The multi-level Fifth and Mission parking structure with ground-floor commercial uses occupies the entire site bounded by Fifth, Mission, Fourth, and Minna Streets.

Development south of the Project Area is generally lower-scale and includes a mix of older structures and newer residential and office buildings with continuous street frontages. A concentration of early 20th century single-room occupancy (SRO) hotels up to six stories high, is located along Sixth Street with ground-floor commercial uses. A new, four-story residential development on Mission Street occupies nearly the entire block between Sixth and Seventh Streets.

Views

Market Street and Mission Street are urban corridors with similar short-, mid-, and long-range views. Both offer distant views of Twin Peaks to the west. Along Market Street, short-range views include adjacent, mid-scale development with continuous street walls; 25- to 31-foot-wide brick sidewalks with street trees; modern residential towers near the western edge of the Project Area; and Market Street itself with transit medians, historic trolleys, and other transit vehicles. Mid- and long-range views to the east include the high-density office towers of the Financial District and the historic Ferry Building at the terminus of Market Street. On Mission Street, short-range views include adjacent, lower-scale development with a consistent street wall, 15-foot-wide sidewalks with few streets trees, and overhead electric wires. Mid- to long-range views to the east include the Marriott Hotel building, high-rise buildings near First and Mission Streets, and Yerba Buena Island and San Francisco Bay and the Bay Bridge at the terminus of Mission Street.

IMPACTS

SIGNIFICANCE CRITERIA

The proposed project would result in significant adverse visual quality impacts if it would:

- Substantially degrade or obstruct scenic views from public areas. For the purpose of this analysis, public views are scenic views from existing parks, plazas, major roadways or other public areas.
- Substantially degrade the existing visual character or quality of the site and its surroundings and have a substantial, demonstrable negative aesthetic effect.
- Create a new source of substantial light or glare that would adversely affect day or nighttime views or use of the area.

MID-MARKET REDEVELOPMENT PLAN

The Redevelopment Plan identifies the potential for new development or rehabilitation of older structures on Development Opportunity (Opportunity Sites) or Rehabilitation Opportunity Sites (Rehabilitation Sites), as shown in Figure 3, p. 15. Proposed land uses include housing, office, parking, institutional, retail, hotel, and theater/arts uses. Proposed Mid-Market Plan policies would include the preparation of urban design guidelines and the establishment of signage and façade urban design controls/standards for the Project Area. The draft controls would prohibit new general advertising signs; other *Planning Code* controls on relocation of signs would also apply in the Project Area.

Under the Redevelopment Plan, Development Opportunity Sites would be developed consistent with the existing *San Francisco Planning Code* height and bulk controls in the Project Area, on Figure 6, p. 38. These Opportunity Sites could be developed with a range of land uses, also consistent with *Planning Code* designations, except for those opportunity sites designated for housing only uses. However, this EIR assumes that height and bulk potential for the Development Opportunity Sites would be the same regardless of the eventual land use. Massing studies were prepared for Development Opportunity Sites 1, 2, 3, 11, and 16 (see Figures 8, 9, 10, and 11). The figures illustrate the maximum building envelope that could occur under existing height and bulk controls on a range of sites in the Project Area. The massing studies do not include architectural details or setbacks that would be part of a specific project's design.

Figure 8, p. 57, illustrates potential new development massing on Opportunity Sites 1 and 2 looking west along Market Street at Turk Street. From this location, most of the height of the eastern structure on Opportunity Site 1 would be visible above the adjacent two-story, gore-shaped building at Market and Turk Streets. Potential new development would be lower than existing development to the east and would be consistent with the scale and height of several buildings in the immediate vicinity. Potential development on sites 1 and 2 would not obstruct public views from United Nations Plaza or Hallidie Plaza, or distant views of Twin Peaks or the Ferry Building.

Figure 9, p. 58, illustrates that potential new development on Opportunity Site 3 would affect views on the north side of Market Street looking east from Jones Street. As shown in Figure 9, new development would alter views from Market Street, including views east of the Golden Gate Theater; the height and scale of potential development would be up to 120 feet, the *Planning Code* height limit for that part of the Project Area. New development would front the sidewalk, consistent with the existing street wall along Market Street, and would not substantially obstruct views from public areas or distant views of Twin Peaks or the Ferry Building.

Figure 10, p. 59, illustrates potential development looking west along Market Street at Eighth Street, the Trinity Plaza site, Opportunity Site 11. Potential development would replace the existing residential structures with their large setbacks occupied by parking lots fronting Market, Mission, and Eighth Streets. The height and scale of potential new development would be compatible with surrounding development on Market Street. The potential new development would create a continuous street wall where there is now surface parking and would be more consistent with the area's visual character. Potential new development on this site would not affect views towards Twin Peaks to the west or the Ferry Building to the east.

Figure 11, p. 60, illustrates potential new development on Opportunity Site 16 on the north side of Mission Street between Sixth and Seventh Streets. Potential development would replace an existing surface parking lot. The US Court of Appeals building is immediately west on the corner of Seventh and Mission Streets. Currently, building heights adjacent to, and across from, the site are between three to five stories high. As shown in Figure 13, p 62, new development above six stories could be larger and taller than surrounding structures on Mission Street and would change the existing visual character of the site and its surroundings. Development would be built to the street wall and would replace surface parking. Although the scale of potential development would be greater than that of adjacent buildings, development on Opportunity Site 16 would not obstruct scenic views of Twin Peaks or San Francisco Bay.

The Mid-Market Plan would also facilitate re-use of structures identified as Rehabilitation Sites (see Figure 3, p. 15). Re-use of those buildings would retain existing architectural character and scale, and in some cases, replace architectural features removed in the past. Such activities would maintain and enhance the existing visual character of the Project Area.

Overall, potential development associated with the proposed Mid-Market Plan, while it would change views of now-vacant sites, parking lots or older, smaller buildings, would not degrade or obstruct scenic views of Twin Peaks to the west, the Ferry Building or San Francisco Bay to the east, or scenic views from public areas including United Nations Plaza or Hallidie Plaza along Market Street. Allowable development on Opportunity Sites would be within the existing range of scale and massing in the Project Area. Night lighting associated with new development in the Project Area may increase nighttime ambient lighting levels at individual project sites; however, new lighting would be similar to lighting on existing buildings and would not cause substantial light or glare which would adversely affect day or nighttime views of the area.

E. SHADOW AND WIND

SHADOW

ENVIRONMENTAL SETTING

City Planning Code Section 295, adopted in 1984 pursuant to voter approval of Proposition K, prohibits the issuance of building permits for structures over 40 feet in height that would shade property under the jurisdiction of, or designated to be acquired by, the Recreation and Park Commission unless the City Planning Commission, in consultation with the General Manager of the Recreation and Park Department, determines that the shade would not have a significant impact on the use of such property.

City Planning Code Section 146 specifies sunlight access requirements on certain public sidewalks in the C-3 districts. To maintain sunlight access on those sidewalks during critical times, Code Table 146 lists the side of streets, and maximum street wall heights and sun access angles to define planes that new construction abutting those streets cannot penetrate. In the proposed Project Area, Table 146 specifies for the south side of Market Street, between Second and Tenth Streets, a maximum street wall height of 119 feet and a sun access angle of 50°. In addition, *City Planning Code* Section 147 states that any new development in the C-3 districts should be shaped, consistent with the dictates of good design and without unduly restricting the development potential of the site in question, to reduce substantial shadow impacts on public plazas and publicly accessible spaces. Factors to be taken into account in the determination of shadow impacts include the amount of open area shadowed, the duration of the shadow, and the importance of sunlight to the utility of the type of open space being shadowed.

Open space in the Project Area and vicinity includes Hallidie Plaza, at Market and Powell Streets, United Nations Plaza, on the north side of Market Street near Seventh Street, Civic Center Plaza, the block bounded by Larkin Street, McAllister Street, Polk Street and Grove Street (see Figure 4, p. 31). Civic Center Plaza is under Recreation and Park Department jurisdiction. Also in the vicinity, Boeddeker Park at Eddy and Jones Streets is under Recreation and Park jurisdiction. Hallidie Plaza and United Nations Plaza are maintained by the Department of Public Works.

IMPACTS

SIGNIFICANCE CRITERIA

San Francisco City Planning Code Section 295, as discussed above, prohibits the issuance of building permits for structures over 40 feet in height that would shade property under the jurisdiction of, or designated to be acquired by, the Recreation and Park Department unless the City Planning Commission, in consultation with the General Manager of the Recreation and Park Department, determines that the shade would not have a significant impact on the use of such property. For open space in the Downtown, the City Planning Commission and the Recreation and Park Commission have adopted absolute cumulative limits for net new shade, expressed in terms of percent increase of sq.ft.-hours of new shade per year. A project found to exceed the adopted absolute cumulative limit for such open space under the jurisdiction of the Recreation and Park Department, such as Civic Center Plaza, would be considered to have a significant adverse impact.

PROJECT EFFECTS

With the Mid-Market Plan, any new development in the Project Area would be subject to *Planning Code* Sections 146, 147, and 295. As described above, new structures proposed over 40 feet in height would be subject to Section 295 review of shadow effects on Recreation and Park Department property. Shadow effects of new buildings on the south side of Market Street would be subject to street-wall and setback requirements of Section 146. Shadow effects of new buildings over 50 feet in height on areas such as United Nations Plaza or Hallidie Plaza would be subject to review under Section 147.

Because new structures in the Project Area would be subject to requirements of *Planning Code* Sections 146, 147, and 295, including shadow studies to determine potential effects on open space and sidewalks, projects implemented under the Mid-Market Plan would avoid significant adverse shadow effects on open space in the Project Area and vicinity.

WIND

Environmental Setting

US Weather Bureau and Bay Area Air Quality Management District data show that westerly (i.e., from the west) to northwesterly winds are the most frequent and strongest winds during all seasons in San Francisco. Of the 16 primary wind directions measured at a Weather Bureau Station at the United Nations Plaza (at a height of 132 feet), four directions occur most frequently and account for most of the strongest winds: northwest, west-northwest, west, and west-southwest.[1] Calm conditions occur about 2 percent of the time. Average wind speeds are highest during summer and lowest during winter. The strongest peak winds, however, occur during winter, when speeds of up to 47 miles per hour (mph) have been recorded.[2] Typically the highest wind speeds occur during the mid-afternoon hours, and the lowest occur during early morning hours.

Wind conditions affect pedestrian comfort on sidewalks and in other public areas. The comfort of pedestrians varies under different conditions of sun exposure, temperature, clothing, and wind speed. Large buildings can redirect wind flows around and down to street level, resulting in increased wind speed and turbulence at street level. To provide a comfortable wind environment for San Franciscans, the City established specific comfort and hazard criteria for evaluation of proposed buildings. The *Planning Code* specifically outlines these criteria for the Downtown Commercial (C-3) Districts and for the Rincon Hill area, Van Ness Avenue area (north of City Hall), and part of the South of Market Area.[3] Most of the proposed Project Area is within a C-3 district. For these sites, Section 148(a) of the *Planning Code* requires that structures be designed to meet pedestrian comfort criteria. In administering Section 148, the Planning Department requires a microclimate analysis, including wind tunnel testing for tall buildings, to determine design-specific impacts on pedestrian comfort and to provide a basis for design modifications to mitigate these impacts if they would be significant.

The comfort criteria are based on pedestrian-level wind speeds that include the effects of turbulence. These adjusted wind speeds are referred to as "equivalent wind speeds." Section 148 of the *Planning Code* establishes an equivalent wind speed of 7 miles per hour in public seating areas and 11 miles per hour in areas of substantial pedestrian use as comfort criteria. New buildings and additions to buildings may not cause ground-level winds to exceed these levels more than 10 percent of the time year round between 7:00 AM and 6:00 PM. According to the *Planning Code*, if existing wind speeds exceed the comfort level or when a proposed building or addition may cause ambient speed to exceed the criteria, new buildings and additions must be designed to reduce ambient wind speeds to meet these requirements, unless the requirements for an allowable exception as described in Section 148 are met. Compliance with Section 148 would be considered as part of the project review process. As described below, the comfort criteria are known to be exceeded in the Project Area under existing conditions.

Section 148 of the *Planning Code* also establishes as a hazard criterion an equivalent wind speed of 26 miles per hour for a single full hour per year. No building or addition would be permitted that would cause wind speeds to exceed the hazard level of more than one hour of any year. No exception may be granted to this criterion. The hazard criterion is known to be exceeded in the Project Area under existing conditions.

The Project Area is near some of the most windy locations studied in the City. Around Tenth and 11th Streets at Market Street, both pedestrians and kiosks have been blown over as a result of severe wind conditions. The presence of the severe winds in the immediate vicinity is due to, and directly associated with, the design and orientation of three relatively tall buildings around this part of Market Street are: the 100 Van Ness Avenue building (at Van Ness Avenue and Fell Street), the Fox Plaza tower at 1390 Market Street at Polk, and the Bank of America data center building (south side of Market Street at 11th Street). These buildings are each over 300 feet tall, whereas surrounding structures are shorter. Additionally, the positioning of the three buildings relative to each other and the street grid (primarily the Fox Plaza tower and the Bank of America building) creates a preferential channel for wind or "venturi" effect between these structures on Market Street for winds from both the southwest and northwest directions.

Within and near the Project Area, wind speed has been found to be at times unpleasant and even hazardous. These and other locations of persistent hazardous winds and winds above the city's comfort criteria have been identified in previous studies for projects in the Project Area.[4] Fell Street near Van Ness Avenue, at Market and Tenth Streets, and adjacent to Fox Plaza, include persistent hazardous winds (occurring more than 50 hours per year). These studies found conditions to be more moderate South of Market Street. Along Mission Street between Seventh and Eighth Streets in the Project Area, some locations would experience winds over the hazard criterion. However, these exceedances (violations) occur less than ten hours per year.

IMPACTS

SIGNIFICANCE CRITERIA

A project that would cause equivalent wind speeds to nearly reach or exceed 26 miles per hour for a single full hour of the year, thus creating new exceedances (violations) of the hazard criterion established in *Planning Code* Section 148, would be considered to have a significant impact. A project that would cause exceedances of the comfort standards described above would not be considered to have a significant impact, although projects are required to be designed to reduce exceedances to the extent feasible, under the *Planning Code*.

Project Effects

Ground-level wind accelerations near buildings are controlled by exposure, massing and orientation. Exposure is a measure of the extent that the building extends above surrounding structures into the wind stream. A building that is surrounded by taller structures is not likely to cause adverse wind accelerations at ground level, while even a small building can cause wind problems if it is freestanding and exposed. Massing is important in determining wind impact because it controls how much wind is intercepted by the structure and whether building-generated wind accelerations occur above-ground or at ground level. In general, slab-shaped buildings have the greatest potential for wind problems. Buildings that have an unusual shape or utilize set-backs have a lesser effect. A general rule is that the more complex the building is geometrically, the lesser the probable wind impact at ground level.

Orientation determines how much wind is intercepted by the structure, a factor that directly determines wind acceleration. In general, buildings that are oriented with their wide axis across the prevailing wind direction will have a greater impact on ground-level winds than a building oriented with its long axis along the prevailing wind direction.

Prevailing winds in and near the downtown area, including the Project Area, are from the northwest, west-northwest, west, and west-southwest as noted above. The extent and magnitude of wind effects caused by new buildings in the area would depend on the actual design, height, bulk, and placement of each specific structure in relationship to adjacent buildings, streets, and open space areas. Height zones included in the Project Area range from 65 feet to 240 feet.

Buildings over a height of 100 feet could be planned on a number of the Development Opportunity sites, and such new, taller buildings within the Project Area could adversely affect the street-level wind environment. Design information is not yet available for specific buildings and no further conclusion can be made at this time. Much of the Project Area is within the C-3-G District. As such, the standards of *Planning Code* Section 148 would apply to each specific project. The only properties not covered by provisions of Section 148 of the *Planning Code*, which mandates the reduction of ground-level wind currents, are those designated C-M/160-M. This issue would be considered by the Mid-Market Special Use District. Height limits in other zoning districts in the Project Area would not be expected to result in development that would affect wind conditions. Required wind evaluation would focus on the potential for generation of hazardous winds and would evaluate the need for windbreak features or further detailed wind-tunnel studies of structures proposed in the future. The building design and review process for each specific project would require analysis and mitigation of any hazardous wind effects because under *Planning* Code Section 148, buildings cannot be approved if they would cause an exceedance of the hazard criteria for more than one hour per year. No significant wind impacts would be expected to occur with implementation of the *Mid-Market Redevelopment Plan*.

NOTES — Shadow and Wind

[1] The US Weather Bureau data used in this analysis were gathered at a weather station atop the Old Federal Building at 50 United Nations Plaza during the years 1945 through 1950. During each of these years, data were taken hourly for 16 wind directions. The database, consisting of 32,795 hourly observations, is of sufficient size to provide a reliable estimate of future wind conditions in San Francisco.

[2] E. Jan Null, Climate of San Francisco, NOAA Technical Memorandum, NWS WR-126, February 1978.

[3] City and County of San Francisco, *San Francisco Planning Code*, Section 148, 249.1(3), 243(c)(9), 263.11(c).

[4] US General Services Administration, the City and County of San Francisco, *Proposed Federal Building in San Francisco, Final Environmental Impact Statement/Environmental Impact Report,* Appendix H, "Pedestrian-Level Wind-Tunnel Study of the Proposed Federal Building in San Francisco, California. January 1995," March 1997.

F. CULTURAL RESOURCES

ENVIRONMENTAL SETTING

DEVELOPMENT OF THE MID-MARKET AREA

Throughout prehistoric times, the San Francisco bay region was sparsely populated. The land was divided amongst independent tribes comprised of intermarried families that acted as small autonomous units. The northern tip of the San Francisco Peninsula was within the Yelamu tribe territory. As the Mission Bay marshes were relatively important to prehistoric populations who occupied what is now San Francisco and the Project Area, there is potential for discovering prehistoric cultural resources beneath landfill and urban development. The shifting sand dunes that characterized the Project Area during prehistoric times quickly buried, and, in instances enhanced the preservation of cultural deposits.

In 1776, Juan Bautista de Anza and his soldiers entered this territory and began colonizing the area. These Spaniards constructed mission churches, living quarters, and corrals, and planted fields and gardens, not entirely without conflict. This settling altered the Yelamu way of life, and the introduction of diseases by the Spanish took many lives. When Mexico gained its independence from Spain in 1822, California became a province of Mexico. During the Mexican period, the government systematically began issuing land grants to individuals who, to an extent, engaged in the cattle and tallow trade. Although this area was used primarily for the grazing of livestock, hikers, picnickers, and hunters also used the area.

The area enjoyed steady growth; however, people selected almost at random the sites of homes and businesses. In 1838, Jean-Jacques Vioget prepared a map, laying out streets and property lines within present day San Francisco. Vioget's survey covered the district bounded by Montgomery Street, Sacramento Street, Grant Avenue and Pacific Street, and set the pattern for the later city. In 1848 the United States government took possession of California, and Jasper O'Farrell extended the Vioget Survey, which increased the area of the town to about 800 acres. O'Farrell's one variation from the Vioget survey was Market Street, a 100-foot-wide thoroughfare that extended from the shore of the cove in a southwesterly direction to the vicinity of the Mission Dolores. It served to break the uniformity of the older pattern, making a distinction between the older and newer part of town. The streets width and length also fostered its use as a major transportation artery, as well as a favorite route for parades and protests.

In 1848, the City of San Francisco had a population of approximately 400 people. However, with the discovery of gold in the Sierra foothills that same year, the population increased to 20,000 by the end of the 1850s. To facilitate transportation and encourage settlement away from the crowded downtown area, in 1850 the Mission toll road was built and by the early 1850s the road was fronted by a dozen scattered buildings. Development of businesses and homes continued, and a second feature of the area became the Yerba Buena Cemetery (1850-1870), enclosed by present day Larkin, McAllister, and Market Streets.

The Mid-Market area remained generally undeveloped through 1870, but as developers pulled sand from the hills in this area to fill other areas, they flattened the landscape. Soon developers constructed both heavy industry and worker housing, including residential hotels, south of Market Street. The minor streets in the area, such as Stevenson Street, Jessie Street and Minna Street, supported a varied scale of structures, including working-class residential buildings and small businesses. The City developed a new city hall on the site of the Yerba Buena Cemetery north of Market Street. On Market Street itself were commercial developments including the Baldwin hotel, the first Phelan building, the Hibernia bank, and the Emporium. The pace of large-scale development accelerated in 1900 with additional hotels, office buildings, and department stores. Sanborn maps from 1905 show a continuous wall of buildings along Market Street from the Ferry Building to Van Ness Avenue.

The Earthquake and Fire of 1906 destroyed the Project Area. The only buildings that withstood the flames were the two federal buildings, the Old Mint at Fifth Street and Mission Street and the then-new Post Office and US Court of Appeals at Seventh Street and Mission Street. Other building shells remained; a limited number were restored as new structures.

The City as a whole was quick to recover; however, as late as 1913, the Sanborn map shows about half of the lots on Mission and Howard Streets as vacant. The earliest structures to be rebuilt in this area were residential; most of the commercial and industrial buildings South of Market Street were not constructed until the 1920s. As the area was rebuilt within a relatively short span of time, many new buildings reflected the Beaux-Arts design current at the time. Facades were organized as a column, with a base, shaft, and capital.

The former City Hall was not rebuilt at the site bounded by Market, Larkin, and McAllister Streets. Ultimately, civic functions were placed around the Civic Center two-block plaza surrounded by Beaux-Arts buildings serving city, state, and federal functions. Civic Center buildings were designed individually and constructed between 1915 and 1930.

Developers constructed a number of movie theaters along Market Street after 1906. Public transportation could bring in audiences and the street width could accommodate the crowds at show times.

BUILDING PATTERNS

Building patterns established in the decades after 1906 have continued to the present with limited change. General categories of buildings in the proposed Project Area are described below.

Large Commercial Buildings

Large commercial buildings in the Project Area are usually about six or eight stories tall and less wide than tall. Often, they are loft buildings with relatively large open floors and broad expanses of glass on the whole façade. Typically, large buildings served sales, storage, manufacturing, offices, or entertainment functions, and demonstrated the density of commercial needs in the Project Area. A number of the Project Area's buildings of this type are already listed in the National Register of Historic Places, individually or within historic districts. The City and County of San Francisco has also designated buildings as historical landmarks or architectural resources under Article 10 or Article 11 of the *Planning Code*. Project Area buildings in C-3-G districts have already been evaluated in relation to Article 11.

Residential Hotels and Apartment Buildings

Developers constructed apartment buildings and residential hotels close to the financial and retail centers of San Francisco. The residential hotels and apartment buildings are typically about six stories high, but range from three to 19 stories. They fill their entire lots except for light wells. The combination of multiple stories and several units per floor permit dense housing; such buildings were constructed to appeal to a range of economic needs. The ground floor typically contained commercial space; that space has often been altered over the years.

Individual residential buildings of this type rarely appear eligible for the National Register of Historic Places because the City has so many of them. Only outstanding architecture or especially significant historical events that occurred in the building would suggest eligibility, and then only if the building is reasonably intact as to most of the National Park Service's standard categories: location, design, setting, materials, workmanship, feeling, and association. Residential buildings can make contributions as components of National Register districts. Several such contributors are in the National Register-listed Market Street Theatre and Loft District. There is also a concentration of single-room-occupancy hotels along Sixth Street which constitutes a district that may be potentially eligible for the National Register on the basis of the lifestyles of the people who lived there.

While hundreds of multi-occupancy residential buildings burned in the 1906 Earthquake and Fire, a concentration of residential hotels and apartment buildings remains within the Project Area. One National Register District, called the Lower Nob Hill Apartment Hotel District, which is north of the Project Area, has already been nominated. It was part of a larger eligible district of these building types previously nominated and found eligible, but never listed — this was called the San Francisco Apartment Hotel District. It stretched through the Tenderloin virtually to the edge of Market Street.

In the Project Area, many early 20th century residential hotels and apartments are found. South of Market Street, they are scattered among the commercial and loft buildings. They were formerly concentrated along Third, Sixth, and Seventh Streets; now only the Sixth Street concentration remains. North of Market Street, the Project Area vicinity includes the southeastern edges of the formerly proposed San Francisco Apartment Hotel District. The two-thirds of that unlisted district that was left out of the Lower Nob Hill District could be considered a separate district called the Tenderloin. The significance of these potential districts is that the buildings show a particular way of life at a particular period of time.

Government and Other Institutional Buildings

The project vicinity contains many historic buildings serving the Federal Government, the State of California, and the City and County of San Francisco. They are large in scale and of costly materials; these buildings visibly demonstrate the role of the institutions they represent. Most of the government buildings are grouped together, centering on the domed City Hall and Civic Center Plaza, north of the Project Area. They are all Beaux Arts / Classical Revival in style, with raised, rusticated bases, giant columns in classical orders, round-headed arches, garlands, and other ornaments. Most of the institutional buildings in the project vicinity area have already been designated as historic buildings. The Civic Center Historic District is a National Historic Landmark, the highest honor the Federal Government accords a historic place, and shares a portion of the Project Area border. It is also listed in the National Register of Historic Places, and designated a Landmark District in Article 10 of the *Planning Code* with slightly different boundaries. The old US Mint and the US Post Office and US Court of Appeals building are listed separately in the National Register.

Small Commercial and Industrial Buildings

Small commercial and industrial buildings house uses subsidiary to the major businesses of the City, such as wholesalers, manufacturers representatives, builders suppliers, auto parking and repair, small industries, union halls, and restaurants and other services to the people living in nearby residential hotels and apartments. The small commercial and industrial buildings found in the Project Area are for the most part one or two stories with mezzanine, and many of them are on relatively small lots. Typically they fill their lots; the entrance is at ground level, and the ground floors feature either large glass display windows or tall and wide openings for automobiles and trucks. Seldom can an original storefront still be found; alterations to suit new tenants were expected and planned for.

In the context of the Project Area, a single small commercial or industrial building is rarely important enough to be eligible separately for the National Register of Historic Places or for San Francisco or State of California designation. Some of them have already been determined ineligible through a consensus agreement between the State Historic Preservation Officer and the Federal Highway Administration in relation to the Central Freeway. Only outstanding architecture or especially important historical events that occurred in the building would permit individual eligibility, and then only if the building is reasonably intact as to most of the National Park Service's standard categories: location, design, setting, materials, workmanship, feeling, and association.

However, such structures can be contextual buildings for historic districts. A group of reasonably intact ones, even mixed with taller loft or hotel buildings, could be eligible for the National Register under Criterion C, architecture, as representing a significant and distinguishable entity whose components may lack individual distinction. Also, individual buildings of this type, if reasonably intact, can be considered contributors to other types of districts.

Small Residential Buildings

Many small residential buildings are located in the Project Area south of Market Street, most often in the subsidiary streets (or alleys) that divide the major blocks. This housing is wood frame, and may occasionally have a brick base or veneer. Most buildings are two or three stories tall, often with raised bases. They are on relatively narrow lots. They were constructed soon after the Earthquake and Fire of 1906 to provide affordable family housing. Working-class housing had been located south of Market from the City's early days. The relatively small apartments were constructed after 1906 usually as income property, often for absentee landlords. Often they are mixed together with relatively small industrial or auto repair buildings.

PRE-HISTORIC AND HISTORIC ARCHAEOLOGICAL RESOURCES

David Chavez & Associates completed archival cultural resources evaluations in the project vicinity for potential subsurface historic or pre-historic resources and documented the history of the area for previous projects in the vicinity.[1]

Archaeological fieldwork has resulted in the recording of prehistoric sites in San Francisco, including the Project Area. Between 1905 and 1908, the earliest systematic documentation of prehistoric cultural deposits along the San Francisco bayshore and ocean front took place; 425 sites were mapped and recorded. Since that time, excavations and borings have revealed cultural materials in the Project Area and vicinity, including Fifth and Market Streets, Third and Folsom Streets, Stevenson Street between First and Second Streets, and Howard Street between Third and Fourth Streets. There is potential for discovering additional prehistoric archaeological resources similar to those already documented in the area.

HISTORIC ARCHITECTURAL RESOURCE SURVEYS

Four major architectural surveys have been conducted within the Project Area. The San Francisco Planning Department conducted a citywide inventory of architecturally significant buildings in 1976. Approximately ten percent of the City's entire stock of buildings was awarded a rating for architectural merit ranging from "5" (highest overall significance) to "0" (contextually significant).

The second major architectural survey in the Project Area was conducted by the Foundation for San Francisco's Architectural Heritage (Heritage). Heritage used letter codes ranging from A (highest significance) to D (minor or no significance). The results of this survey were published in the 1979 document *Splendid Survivors*. The buildings not rated by Heritage are those that have been built or suffered insensitive exterior remodeling since 1945.

In 1990, the Planning Department, in conjunction with the Landmarks Preservation Advisory Board, completed an architectural and historical Report of Unreinforced Masonry Buildings (UMBs) in San Francisco. This report reviewed prior surveys, including the 1976 Citywide

Survey, the Heritage Survey, the *San Francisco General Plan* and *Planning Code*, and state and federal listings in addition to surveying a number of previous unsurveyed buildings. The San Francisco Department of Building Inspection has compiled a list of approximately 2,080 UMBs in the City. Of these, about 1,675 are subject to the *UMB Ordinance*, which was passed in 1992, and requires that these buildings be seismically strengthened by a deadline (from 1997 to 2006) that is based on the "risk level" to which each building is assigned. Approximately 95 UMBs, not all historic resources, have been identified in the Project Area.

Finally, a fourth survey of the Mid-Market area (roughly from Fourth to Eleventh Streets, and from Howard Street to one block north of Market Street) was conducted for the San Francisco Redevelopment Agency by Anne Bloomfield in 1997; this survey was confirmed and updated by Carey & Co. in 2001. Carey & Co. conducted a reconnaissance survey of the entire area and took photographs to document existing conditions.[2]

SAN FRANCISCO GENERAL PLAN AND *PLANNING CODE*

The Downtown Plan, an Area Plan of the *San Francisco General Plan*, establishes ratings for buildings based on their architectural significance. Category I buildings are deemed to be of the "highest architectural and environmental importanceBbuildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown" (p. II.1.23). The Downtown Plan also establishes conservation districts to facilitate preservation of areas with special characteristics and qualities. The Project Area includes a portion of the Kearny-Market-Mason-Sutter Conservation District in its northeast corner. Downtown Plan policies regarding architectural resources are implemented through Article 11 of the *San Francisco Planning Code*, as discussed in Objective 12 of the Downtown Plan:

- Objective 12: Conserve resources that provide continuity with San Francisco's past.
  - Policy 1: Preserve notable landmarks and areas on notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.
  - Policy 2: Use care in remodeling significant older buildings to enhance rather than weaken their original character.

- Policy 3: Design new buildings to respect the character of older development nearby.

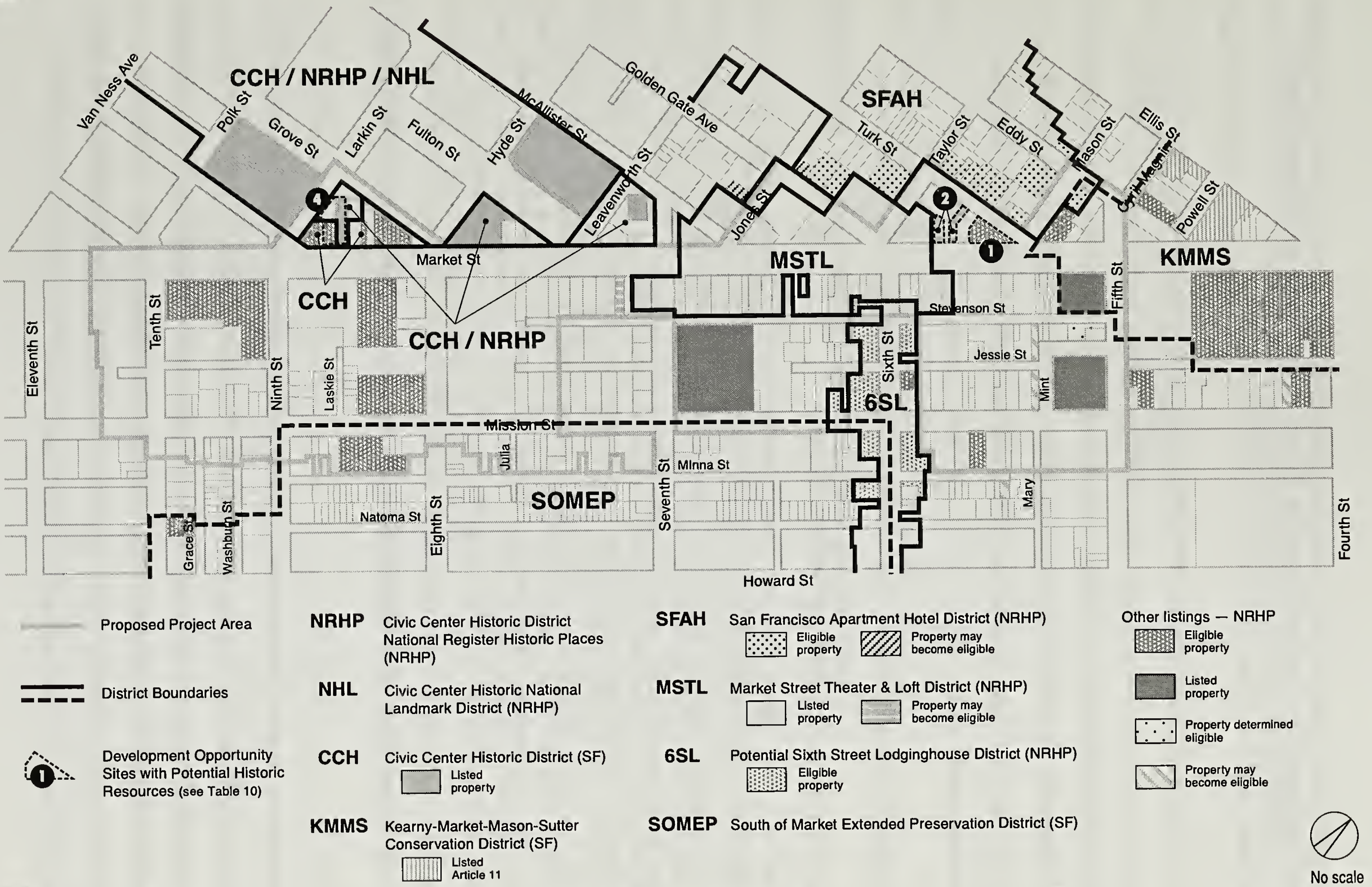
Objective 12 of the Downtown Plan also establishes "key implementing actions" which include the following:

- Require retention of the highest quality buildings and preservation of their significant features. Provide incentives for retention of other highly rated buildings, and encourage retention of their significant features (p. II.1.24).
- Demolition of Significant Buildings would be permitted only if public safety requires it, or, in taking into account the value of TDR, the Building retains no substantial remaining market value (p. II.1.24).

Planning Code

Article 11 classifies buildings in the C-3 Districts (generally, Downtown) within five categories, Category I and II buildings are identified as Significant Buildings and, in general, may not be demolished unless it can be demonstrated that they have no substantial market value or reasonable use, after taking into account costs of rehabilitation and any development rights transferred to another site. Category III and IV buildings are identified as Contributory Buildings, and their retention is encouraged, but not required. Category V buildings are unrated. Approximately 53 individual resources in the Project Area are included in Article 11; 46 of these resources are Category I and II, and seven are Category III and IV. Article 11 also establishes Conservation Districts. Article 11, Section 1103 provides for designation of portions of the C-3 District as a Conservation District if they "contain substantial concentrations of buildings that together create subareas of special architectural or aesthetic importance." About two blocks of the Kearny-Market-Mason-Sutter Conservation District is within the proposed Project Area (see Figure 16).

Article 10 of the *San Francisco Planning Code* provides for review of proposed alterations to listed historic resources by the Landmarks Preservation Advisory Board and the City Planning Commission. It permits the City to delay alteration or demolition of listed resources, but does not generally prohibit demolition. Article 10 lists two individual city landmarks in the


CCH / NRHP / NHL
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Jones St
Turk St
SFAH
Taylor St
Eddy St
Mason St
Ellis St
Cyril Magnin St
Powell St
KMMS
MSTL
Market St
CCH
CCH / NRHP
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Ninth St
Laskie St
Stevenson St
Jessie St
Sixth St
6SL
Mint
Fifth St
Mission St
Julia
Minna St
SOMEP
Natoma St
Eighth St
Seventh St
Mary
Fourth St
Grace St
Washburn St
Howard St
1
2
4
Proposed Project Area
District Boundaries
Development Opportunity Sites with Potential Historic Resources (see Table 10)
NRHP Civic Center Historic District National Register Historic Places (NRHP)
NHL Civic Center Historic National Landmark District (NRHP)
CCH Civic Center Historic District (SF)
Listed property
KMMS Kearny-Market-Mason-Sutter Conservation District (SF)
Listed Article 11
SFAH San Francisco Apartment Hotel District (NRHP)
Eligible property
Property may become eligible
MSTL Market Street Theater & Loft District (NRHP)
Listed property
Property may become eligible
6SL Potential Sixth Street Lodginghouse District (NRHP)
Eligible property
SOMEP South of Market Extended Preservation District (SF)
Other listings — NRHP
Eligible property
Listed property
Property determined eligible
Property may become eligible
No scale

Source: Carey & Company, EIP Associates

Mid-Market Redevelopment Plan

Historic Resources in Project Area and Vicinity

Figure 16

Mid-Market area adjacent to, but not within the Project Area: the former Hibernia Bank at One Jones Street, and the Orpheum Theater at 1192 Market Street.

The South of Market Extended Preservation District, designated under Section 819 of the Planning Code, covers an area generally south of Mission Street to Howard Street, between Sixth Street and Tenth Street. The Project Area frontage on Mission Street between Seventh Street and Ninth Street is in this preservation district. Section 819 calls for preservation, appropriate re-use and seismic upgrading of City landmarks and Article 11 listed historic structures in the district.

Figure 16 identifies historic resources and districts in the Project Area and vicinity.

FEDERAL AND STATE LISTS OF RESOURCES

Historic resources within the Project Area are listed on both federal and state historic registers, including the National Register of Historic Places (NRHP), the California Register of Historical Resources (CRHR), and California Historical Landmarks. The NRHP is the official federal list of historic resources that have architectural, historic or cultural significance at the national, state or local level. The NHRP is administered by the National Park Service, an agency of the Department of the Interior. Listing of a property on the NRHP does not prohibit demolition or alteration of that property, but does denote that the property is a resource worthy of recognition and protection. Within the Project Area are 29 buildings already listed in the NRHP (4 are individually listed and 25 are contributors to listed historic districts).

The State Office of Historic Preservation administers and maintains the CRHR. The CRHR includes resources listed in, or formally determined eligible for, the NRHP and California Register Landmarks from No. 770 onward. The CRHR can also include properties designated under local ordinances or identified through local historic resource surveys. Within the Project Area are approximately 29 buildings listed in the CRHR. Districts within the Project Area and vicinity are two existing historic districts and two which appear to be potentially eligible historic districts. A portion of the Kearny-Market-Mason-Sutter Conservation District is within the proposed Project Area, as is a portion of the South of Market Extended Preservation District (see Figure 16).

San Francisco Civic Center Historic Districts

The San Francisco Civic Center contains three separate historic districts (all shown in Figure 16) that have slightly different boundaries: the San Francisco Civic Center National Historic Landmark District (adjacent to the Project Area), the San Francisco Civic Center National Register Historic District (three parcels within the Project Area), and the locally-designated Civic Center Historic District (one block within the Project Area).

Market Street Theatre and Loft National Register Historic District

Along Market Street between Fifth and Seventh Streets, shown in Figure 16, is the Market Street Theatre and Loft National Register District, an architecturally cohesive area with a relatively high concentration of commercial buildings (especially theaters and open-plan office/industrial space) also associated with the City Beautiful Movement, both before and after the Earthquake and Fire of 1906. The district includes the Golden Gate Theatre at Golden Gate Avenue and Market Street and the Warfield Theater at 982 Market Street as listed properties. The closed St. Francis Theater is within the district but is no longer considered eligible for listing because of loss of integrity.

Potential San Francisco Apartment Hotel National Register Historic District

The San Francisco Apartment Hotel District is an existing local historic district partially located within the Project Area that was identified in earlier studies, but has not been formally evaluated for listing. The Apartment Hotel District is located just north of Market Street, running roughly from Golden Gate Avenue to Bush and Pine Streets, and from Mason to Polk Streets (see Figure 16). The predominant building type in this area is the three- to seven-story residential hotel or apartment building.

This district appears eligible for listing at the state level of significance under National Register of Historic Places Criterion C, architecture, as representing a significant and distinguishable entity whose components may lack individual distinction, namely the multiple blocks with a high concentration of three- to seven-story residential buildings constructed between 1906 and 1931. This building type generally features brick or stucco cladding, decorated entrances and lobbies, and a prominent cornice.

Potential Sixth Street Lodginghouse National Register District

The Sixth Street Lodginghouse District is another potential historic district, partially located within the Project Area, that appears eligible for listing in the National Register. Located along Sixth Street between Market and Folsom Streets, it is a contiguous group of 34 low-budget residential hotels built from 1906 to 1913 (shown in Figure 16, p. 88). Most of the lodginghouse buildings are unreinforced masonry structures between three and seven stories high with ground-floor retail; they are mostly clad in brick with classical ornamentation.

The district may be eligible for listing at the local level of significance under National Register of Historic Places Criterion A, patterns of events, as the last surviving concentration of low-budget, single-room-occupancy residential hotels built south of Market after the 1906 Earthquake and Fire to serve the relatively large number of single male seasonal-workers. These seasonal workers were an established sector of the local population in the late 19th and early 20th century, and these buildings are a physical remnant of their presence in San Francisco. Third, Fourth, Fifth, and Seventh Streets all formerly had similar building types, but most have been demolished, which renders the Sixth Street lodginghouse corridor more important. This district differs from the apartment hotel building types north of Market Street in that the buildings are generally smaller, have less exterior ornament, were built before the 1915 Exposition exclusively for single-room-occupancy, and contained smaller, unadorned entries, generally without lobbies.

Kearny-Market-Mason-Sutter Conservation District

Planning Code, Article 11, Appendix E, Section 5 justifies the Kearny-Market-Mason-Sutter Conservation District's historical development through its location as a nexus for retail activity and hotel uses, and for the character of its architecture. Much of the district's uniqueness derives from the streetscapes, sidewalk activity, and the particular collection of shops in "one of the few homogenous collections of early Twentieth Century commercial architecture of its type in the United States. Of a total 324 buildings in this District, 114 are architecturally significant and 140 are contributory" (Appendix E, Section 5(d)). In the proposed Project Area, the North of Market block bounded by Market Street, Cyril Magnin Street, Eddy Street and Mason Street and the southwest corner of Fifth and Market Streets is within the Conservation District.

IMPACTS

SIGNIFICANCE CRITERIA

A project is normally found to have a significant effect on the environment if it would substantially disrupt or substantially adversely affect a unique archaeological resources and/or property of historic significance. California Environmental Quality Act (CEQA) Section 21084.1 states that "a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment." These changes include physical demolition, destruction, relocation or alteration of the resource or its immediate surroundings. For the purposes of Section 15064.5, the term "historic resources" shall include the following:

- A resource listed in, or determined to be eligible for listing in, the California Register of Historical Resources.
- A resource included in a local register of historic resources (such as Articles 10 and 11 of the *San Francisco Planning Code*), as defined in section 5020.1(k) of the *Public Resources Code* or identified as significant in an historical resource survey meeting the requirements of section 5024.1(g) of the *Public Resources Code*, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California, may be considered to be a historic resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be

"historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (*Public Resources Code* '5024.1, Title 14 *CCR*, Section 4800.3) as follows:

1. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
2. Is associated with the lives of persons important in our past;
3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
4. Has yielded, or may be likely to yield, information important in prehistory or history.

Under CEQA Section 15064.5, "generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings shall be considered as mitigated to a level of less than a significant impact on the historical resource."

PROJECT EFFECTS

PREHISTORIC CULTURAL DEPOSITS

Buried archaeological sites can render important scientific information regarding prehistoric lifeways and address long-standing research considerations in prehistoric population antiquity, origins and migration, settlement patterns, cultural exchange and trade, resource procurement strategies, technologies and social organizations. Given the relative paucity of prehistoric archaeological sites that have been systematically investigated in the City and County of San Francisco, any site with reasonable depositional integrity could potentially qualify as a unique archaeological resource and/or as a significant historical resource. Because of the Project Area's proximity to former Mission Bay marshlands, the potential exists for discovering currently unknown prehistoric cultural deposits anywhere within the Project Area.

Development on or reuse of any Project Area locations that involve land alteration activities could result in the discovery of unknown, buried prehistoric archaeological deposits, cultural features and artifacts. However, there is no practical way to determine where such prehistoric deposits may actually be located (short of conducting exploratory archaeological excavations throughout the Project Area); therefore, no pre-construction exploration is justified. Rather, archaeological monitoring to all land alteration activities at the 24 potential development opportunity sites and 14 potential rehabilitation sites is identified in this report as potential mitigation. Tables 8 and 9, on pp. 95 and 96, respectively, note where potential impacts to deeply buried prehistoric cultural deposits are located.

However, two Rehabilitation Opportunity Sites, L and M, are close to documented prehistoric cultural deposits. This increases the possibility of encountering related and/or similar resources potential eligible for inclusion in the California Register of Historic Resources. If land alteration activities were to occur at either Site L or M, pre-construction archaeological test excavations could be conducted to determine if any resources are present that meet the California Register of Historical Resources eligibility criteria and/or quality as unique archaeological resources (Section 21083.2).

HISTORICAL ARCHAEOLOGICAL DEPOSITS

There appears little likelihood that historical archaeological deposits dating from the Spanish or Mexican periods would be found within the Project Area since there is no evidence that Hispanos lived in or regularly passed through the region during this time. Any historical resources found within the region would consist of random, isolated artifactual materials.

Early Coast Survey maps indicate that during the height of the Gold Rush, nearly 20 structures had been built within the vicinity of the Project Area. All of the buildings fronted established City streets, the planked Mission toll road, or meandering dirt trails. It is possible that buried historical archaeological deposits associated with several of these early American structures might be discovered within the Project Area.

TABLE 8
SUBSURFACE RESOURCES – OPPORTUNITY SITES

Site	Location[1]	Potential for Deeply-Buried Prehistoric Cultural Deposits	Potential for Historical Archaeological Deposits[2,3]	Potentially Significant Adverse Impacts
Site 1 (2)[4]	Taylor St/Turk St	Could exist	Could exist	Yes
Site 2 (4)	Turk St/Market St	Could exist	Could exist	Yes
Site 3 (2)	Jones St./Golden Gate Ave	Could exist	Could exist	Yes
Site 4 (4)	Larkin St/Grove St 1256-64 Market St.	Could exist	Could exist	Yes
Site 5 (1)	Tenth St/Market St	Could exist	Could exist	Yes
Site 6 (2)	Tenth St/Mission St	Could exist	Could exist	Yes
Site 7 (2)	Ninth St/Mission St	Unlikely	Could exist	Yes
Site 8 (2)	Ninth St/Mission St	Could exist	Could exist	Yes
Site 9 (5)	Larkin St/Mission St	Could exist	Could exist	Yes
Site 10 (3)	Eighth St/Market St	Could exist	Could exist	Yes
Site 11 (4)	Eighth St/Market St	Could exist	Could exist	Yes
Site 12 (3)	Jessie St/Seventh St	Could exist	Could exist	Yes
Site 13 (1)	Market St/Seventh St	Could exist	Could exist	Yes
Site 14 (1)	Market St/Seventh St	Could exist	Unlikely	Yes
Site 15 (1)	Market St/Sixth St	Could exist	Could exist	Yes
Site 16 (2)	Jessie St/Sixth St	Could exist	Could exist	Yes
Site 17 (2)	Jessie St/Sixth St	Could exist	Could exist	Yes
Site 18 (3)	Market St/Sixth St	Could exist	Could exist	Yes
Site 19 (1)	Stevenson St/Fifth St	Could exist	Could exist	Yes
Site 20	949 Market St	Could exist	Could exist	Yes
Site 21 (3)	Mission St/Fifth St	Could exist	Could exist	Yes
Site 22 (1)	Mission St/Fifth St	Could exist	Could exist	Yes
Site 23 (1)	Mission St/Seventh St	Could exist	Unlikely	Yes
Site 24 (2)	Mission St/Eighth St	Could exist	Could exist	Yes

Notes:

[1] See Figure 3 on page 15 for location.

[2] Locations where basements have not been constructed have a greater potential for historical archaeological deposits. On sites with multiple parcels, there is the possibility that some sites have basements and others do not. In addition, without access to the building it is often difficult to discern if an existing structure includes a basement.

[3] Sites 4, 8-11, 17, 19 and 24 include areas with potential significant historic deposits where preconstruction testing would be warranted.

[4] Parenthesis ( ) indicates number of parcels.

TABLE 9
SUBSURFACE RESOURCES – REHABILITATION SITES

Site	Location[1]	Potential for Deeply-Buried Prehistoric Cultural Deposits	Potential for Historical Archaeological Deposits[2]	Potentially Significant Adverse Impacts Significance
Site A (1)[3]	Taylor St/Market St	Could exist	Unlikely	Yes
Site B	1028-1056 Market St	Could exist	Could exist	Yes
Site C	1301 Market St.	Could exist	Could exist	Yes
Site D (1)	Ninth St/Mission St	Could exist	Unlikely	Yes
Site E (1)	Market St/Seventh St	Could exist	Could exist	Yes
Site F (1)	Market St/Seventh St	Could exist	Unlikely	Yes
Site G (1)	Market St/Sixth St	Could exist	Unlikely	Yes
Site H (3)	Market St/Sixth St	Could exist	Could exist	Yes
Site I (1)	Market St/Sixth St	Could exist	Could exist	Yes
Site J (3)	Market St/Sixth St	Could exist	Unlikely	Yes
Site K (1)	Market St/Fifth St	Could exist	Unlikely	Yes
Site L (6)	422 Stevenson and 923, 925. 929, 931-33 Market St	Could exist	Could exist	Yes
Site M (1)	Stevenson St/Fifty St	Could exist	Could exist	Yes
Site N (1)	88 Fifth St (Old U.S. Mint)	Could exist	Could exist	Yes

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Notes:

[1] See Figure 3 for location.

[2] Locations where basements have not been constructed have a greater potential for historical archaeological deposits.

[3] Parenthesis ( ) indicates number of parcels.

Throughout the second half of the 19th century, the Mid-Market region grew rapidly. A diverse group of people settled in the Project Area and created neighborhoods. Nearly every building was gutted or destroyed during the 1906 Earthquake and Fire. Historical and archaeological resources from this period are likely still buried beneath the ground surface, particularly in areas which have remained vacant since 1906 or where temporary post-1906 structures have stood, or below still-standing 20th-century buildings that do not have basements.

While historical archaeological sensitivity has been identified for many of the potential development and rehabilitation sites, research information is not specific enough to determine at which exact locations potentially significant resources may be present. Therefore, pre-construction archaeological exploration is not justified at most sites; rather archaeological monitoring is recommended. However, archival research has lead to the conclusion that areas of eight sites (Sites 4, 8-11, 17, 19, and 24) have potential for containing possible significant historical archaeological deposits, with good depositional integrity. Pre-construction archaeological test excavations would determine if any 19th-century historical features and deposits are present that meet the California Register of Historical Resources eligibility criteria as significant resources. The Redevelopment Plan would include mitigation measures to implement such testing or other monitoring (see Chapter IV).

There is a possibility that buried post-earthquake era historical archaeological resources could be encountered on lots where early-20th-century buildings have been replaced by more modern structures without basements. However, because post-1906 San Francisco history has been fairly well documented, it is unlikely that systematic investigations of historical deposits from this period would add any relevant information concerning the City's past or that such finds would be eligible for listing in the California Register of Historical Resources.

HISTORIC STRUCTURES

Potential impacts to historic resources could result from their removal or their rehabilitation. Tables 10 and 11 note identified Development Opportunity Sites and Rehabilitation Opportunity Sites, respectively, where there could be potential impacts or historic properties.

Structures listed in Table 10 could be subject to demolition as part of development of Opportunity Sites identified in the Mid-Market Plan. Unless further detailed review of individual structures and a preponderence of the evidence found that the structure did not meet criteria for California Register eligibility or as a historical resource under CEQA, demolition

TABLE 10
HISTORIC STRUCTURES - OPPORTUNITY SITES

Site	Property(s)	Historical Status	Significance[1]
Site 1 (2)	950-64 Market St	National Register 3S[2]; C[3]	Significant adverse
Site 2 (4)	972 Market St	*May be* eligible if Theater district expanded;[4] C[5]	Significant adverse
	976-80 Market St	*May be* eligible if Theater district expanded; B[6]	
Site 4 (4)	1256-64 Market St	Civic Center Historic District[7]	Significant adverse

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Notes:

[1] Potential development effects cannot be identified for this plan-level analysis. The analysis assumes that existing structure on Opportunity Sites would be demolished; this would be a significant adverse impact on an historic resource.

[2] National Register status code indicates that the property appears eligible for listing at the local level of significance.

[3] San Francisco Architectural Heritage's survey, *Splendid Survivors*, code indicates Contextual Importance.

[4] The Market Street Theatre and Loft District is listed on the National Register of Historic Places.

[5] San Francisco Architectural Heritage's survey, *Splendid Survivors*, code indicates Contextual Importance.

[6] San Francisco Architectural Heritage's survey, *Splendid Survivors*, code indicates Major Importance.

[7] The Civic Center Historic District is designated by the City and County of San Francisco under Article 10.

Source: Carey & Co, 2001.

of those buildings as part of the Redevelopment Plan would be considered a significant adverse effect on an historic resource, as noted in the table.

Structures listed in Table 11, Rehabilitation Sites identified in the Redevelopment Plan, would be expected to be retained, restored or rehabilitated as part of future development in the Project Area. If such re-use plans met the Secretary of the Interior's *Standards for Rehabilitation of Historic Structures*, then that specific development would avoid a significant adverse effect on an historic resource. On a case-by-case basis, some Rehabilitation Site resources may be subject to demolition, if, for example, an existing condition precluded safe or economic re-use. If such a structure were demolished or substantially altered as to impair its significance materially as a historic resource, then this would be considered a significant adverse effect on an historic resource, as noted in the table. A project which proposes substantial alteration or demolition of an historic structure in the Project Area would be subject to further review under CEQA.

TABLE 11
HISTORIC STRUCTURES – REHABILITATION SITES

Site (No. of Properties)	Property(s)	Historical Status	Significance[1]
Site A (1)	982 Market St (Warfield Theater)	Market Street Theatre and Loft District;[2] Category I[3]	Potentially Significant adverse
Site B (2)	1028 Market St	Market Street Theatre and Loft District[1]	Significant adverse
Site F (1)	6 Seventh St (Odd Fellows Hall)	Market Street Theatre and Loft District;[2] Category I[3]	Potentially Significant adverse
Site J (3)	1001 Market St (Delger Building)	Market Street Theatre and Loft District[2]	Potentially Significant adverse
Site L (6)	923, 925, 929, 931-33 Market St	Properties are adjacent to Kearny-Market-Mason-Sutter Conservation District;[4] C[5]	Potentially Significant adverse
Site N (1)	88 Fifth St (Old U.S. Mint)	Listed on the National Register of Historic Places and is a National Historic Landmark	Potentially Significant adverse

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Notes:

[1] Potentially a significant adverse impact unless rehabilitation meets the Secretary of the Interior's Standards for the Treatment of Historic Properties.

[2] Contributing to Market Street Theatre and Loft District, listed on the National Register of Historic Places.

[3] Significant Buildings – Category I property listed in Article 11 of the *San Francisco Planning Code.*

[4] The Kearny-Market-Mason-Sutter Conservation District is designated in Article 11 of the *San Francisco Planning Code.*

[5] San Francisco Architectural Heritage's survey, *Splendid Survivors,* code indicates Contextual Importance.

Source: Carey & Co, 2001

There are no Development Opportunity Sites or Rehabilitation Opportunity Sites within the South of Market Extended Preservation District that would affect potential historic resources in that district. The portion of the Kearny-Market-Mason-Sutter Conservation District within the Project Area also does not include any Development Opportunity Sites or Rehabilitation Opportunity Sites. Therefore, implementation of the Redevelopment Plan would not have any direct adverse effects on the integrity of those districts.

New development in the Project Area would occur on Development Opportunity sites or other sites adjacent to or near historic structures identified in Figure 16. Such development would not directly affect the physical integrity of designated or potential historic resources; however, new development might differ in scale, design or materials than existing older structures, and could change the context of historic resources. Those changes would not be considered significant adverse effects on historic structures. The proposed Redevelopment Plan would be implemented through the existing *Planning Code* controls and the proposed Mid-Market Special Use District. Those controls would be expected to avoid design of new structures in the Project Area that would be incompatible with historic structures.

NOTES — Cultural Resources

[1] David Chavez & Associates, "Archaeological Resources Investigations for the Mid Market Redevelopment Plan Project, San Francisco, California," June 2001.

[2] Carey & Company, "Mid-Market Historic Resources Survey," August 2001.

G. TRANSPORTATION[1]

ENVIRONMENTAL SETTING

EXISTING ROADWAY FACILITIES

Regional Freeways

Interstate 80 provides the primary regional access to the Project Area. This freeway is between Harrison and Bryant Streets, approximately three blocks south of the Project Area. From the East Bay, the primary access points are the I-80 westbound off-ramps at Fifth and Harrison Streets and Eighth and Harrison Streets, and the I-80 eastbound on-ramps at Fifth and Bryant Streets and Eighth and Bryant Streets. Between the South Bay and the Project Area, access is via the I-80 eastbound off-ramp at the Seventh and Bryant Streets and on-ramp at Seventh and Harrison Streets. (See Figure 19, p. 121, for the transportation study area, encompassing a two- to four-block radius beyond the Project Area.)

Interstate 280 (I-280) also serves the Project Area, connecting it to the Peninsula and South Bay. I-280 and US 101 intersect south of downtown San Francisco. I-280 splits and terminates at two locations: Brannan Street/Sixth Street and King Street/Fifth Street, south of the Project Area. The primary I-280 access to and from the Project Area is via the Sixth Street on- and off-ramps.

US 101 provides regional access both north and south of San Francisco. I-80 joins US 101 south of the Project Area and provides access to the South Bay and the Peninsula. US 101 connects San Francisco to the North Bay via Van Ness Avenue, Lombard Street, and the Golden Gate Bridge. Access to and from US 101 southbound includes the on- and off-ramps at Seventh/Harrison and Seventh/Bryant Streets, as well as Tenth/Bryant Streets on-ramp and Ninth/Bryant Streets off-ramps.

During the evening commute hours, the on-ramps to the freeway system (I-80 eastbound to the Bay Bridge, and I-80 westbound/US 101 southbound to the Peninsula and South Bay) experience congestion. Queues typically develop due to traffic volumes, traffic bottlenecks, and occasional accidents. Queuing conditions typically experienced at intersections that provide direct access to the freeway on-ramps are likely on weekdays between 4:00 PM to 7:00 PM. These conditions affect the traffic flow on the major surface roadways near the freeways.

Local Streets and Intersections

Market Street is a northeast-southwest roadway from The Embarcadero to Portola Drive in Twin Peaks. Left-turns are prohibited from Market Street between Drumm/Main Streets and Franklin/Valencia Streets. Between Steuart and Castro Streets, Market Street has streetcar tracks running down the center lanes. Market Street has bus-only lanes between Van Ness Avenue and Fifth Street for inbound traffic and between Van Ness Avenue and Eighth Street for outbound traffic. Transit stops are located both at the curbside and at raised islands. The curbside stops are staggered from the island stops to avoid blocking traffic circulation. Market Street has intermittent passenger loading and delivery zones.

Table 12 includes descriptions of functional classifications for streets serving the Project Area.

Intersection Level of Service Conditions

Existing traffic conditions were evaluated for the weekday PM peak hour (5:00 PM to 6:00 PM); traffic counts at 19 intersections were conducted on April 18, 2001 for the PM peak period (4:00 PM to 6:00 PM). Traffic operating characteristics of intersections are described by the concept of level of service (LOS). Level of service is a qualitative description of an intersection's performance based on the average delay per vehicle. Intersection LOS ranges from A, which indicates free flow or excellent conditions with short delays, to F, which indicates congested or overloaded conditions with extremely long delays. LOS A, B, C, and D are considered excellent to satisfactory service levels, while LOS E is undesirable and LOS F is unacceptable. Appendix B presents the LOS descriptions for signalized intersections.

All of the Project Area intersections are signalized. The signalized intersections were evaluated using the *2000 Highway Capacity Manual* operations methodology. This method determines the capacity for each lane group approaching the intersection. LOS is then based on average stopped delay per vehicle (seconds per vehicle) for the various movements within the intersection.

TABLE 12
FUNCTIONAL STREET CLASSIFICATION

Street	Transit	Vehicular	No. of Lanes	Pedestrian Street	Sidewalk Widths	Parking	Bicycle	Freight Traffic Route	CMP	MTS
Market Street	Transit Preferential		Four: two-way	Neighborhood and Citywide	25 to 31 feet	None	Citywide Route	No	No	No
Mission Street	Transit Preferential	Arterial	Four: two-way	Neighborhood and Citywide	15 feet	Both sides, peak restrictions		No	No	No
Fifth Street		Major Arterial	Four: two-way	Neighborhood	10 feet	Both sides	Citywide Route	Yes	Yes	Yes
Sixth Street		Major Arterial	Four: two-way	Neighborhood; Neighborhood Commercial	10 feet	Both sides, peak restrictions		Yes	Yes	Yes
Seventh Street		Major Arterial	Four: one-way	Neighborhood	10 feet	No parking from Market - Mission	Bike Lane; Citywide Route	Yes	Yes	Yes
Eight Street		Major Arterial	Four: one-way	Neighborhood	10 feet	Both sides	Bike Lane; Citywide Route	Yes	Yes	Yes
Ninth Street		Major Arterial	Four: one-way	Neighborhood Connection	10 feet	Both sides, peak restrictions		Yes	Yes	Yes
Tenth Street		Major Arterial	Four: one-way		10 feet	Both sides, peak restrictions		Yes	Yes	Yes
Eddy Street			Three: one-way	Neighborhood	12 feet	South side, peak restrictions		No	No	No
Turk Street		Major Arterial	Three: one-way		12 feet		Citywide Route	Yes	Yes	No
Golden Gate Ave.		Major Arterial	Three: one-way	Neighborhood	10 feet	Both sides	Citywide Route	Yes	Yes	No
McAllister Street	Secondary Transit				12 feet, 22 at Civic Center	Both sides, peak restrictions		No	No	No
Grove Street			Four: two-way		10 feet, 22 at Civic Center			No	No	No

(Continued)

TABLE 12
FUNCTIONAL STREET CLASSIFICATION (Continued)

Street	Transit	Vehicular	No. of Lanes	Pedestrian Street	Sidewalk Widths	Parking	Bicycle	Freight Traffic Route	CMP	MTS
Hayes Street		Major Arterial	Three to five: one-way		12 feet	Both sides, peak restrictions		Yes	Yes	Yes
Fell Street		Major Arterial	Three: one-way		10 feet	Both sides, peak restrictions		Yes	Yes	Yes
Powell Street	Transit oriented		Two: one-way		15 feet	Both sides, peak restrictions		No	No	No
Mason Street		Local Street	Two: one-way		15 feet	Both sides, peak restrictions		No	No	No
Taylor Street			Three: one-way		10 feet	Both sides	(not in vicinity)	No	No	No
Jones Street		Secondary Arterial	Three: one-way		15 feet	Both sides		No	No	No
Leavenworth St.		Secondary Arterial	Three: one-way		12 feet	Both sides		No	No	No
Hyde Street		Secondary Arterial	Three: one-way		12 feet	Both sides		No	No	Yes
Larkin Street		Secondary Arterial	Three: one-way	Neighborhood Network Connection	12 feet, 22 at Civic Center	Both sides	Citywide Route	No	No	Yes
Polk Street			Three: one-way		10 to 17 feet	Both sides	Citywide Route	No	No	No
Van Ness Avenue	Transit Preferential	Major Arterial; Primary Vehicular	Six: two-way	Neighborhood and Citywide	16 feet	Both sides, peak restrictions		No	Yes	Yes

Notes: CMP = Congestion Management Plan, MTS = Metropolitan Transportation System network
Source: CHS Consulting, Mid Market Transportation Study; 2001.

Table 13 shows that the majority of study area intersections currently operate at an acceptable level, LOS D or better. The exception is Harrison/Essex Streets which currently operates at LOS F with relatively long delays. This intersection serves a freeway on-ramp; consequently, it experiences delay during the PM peak hour as relatively high volumes of traffic on freeways and ramps create queues on city streets.

The intersections of Mission/Fifth Street and Mission/Sixth Streets were analyzed with and without enforcement of the existing bus-only lane. Observations showed that while the bus lane is generally observed, some cars use the bus-only lane as a normal travel lane and for right turns. If the bus lane were fully enforced, i.e., no cars use the bus only lane, the LOS at those two intersections would remain the same, but the intersection of Mission/Fifth Street would experience an increase in delays. Under the "full enforcement" scenario, vehicles making the right-turn movement would still be able to use the bus lane. Therefore, "without full enforcement" and "with enforcement" conditions would have only minor differences in operating conditions.

TRANSIT

Regional Transit Systems

BART

The Bay Area Rapid Transit District (BART) operates regional rail transit service between the East Bay (from Pittsburg/Bay Point, Richmond, Dublin/Pleasanton, and Fremont) and San Francisco, and between northern San Mateo County (Daly City and Colma) and San Francisco.

During the PM peak period, headways are generally 5 to 15 minutes for each line. The most recent BART ridership data, provided by BART in July 2001, estimate approximately 57,697 boardings during the PM Peak Hour system wide. In downtown San Francisco, BART operates below Market Street, and the Civic Center Station serves the project site.

TABLE 13
INTERSECTION LEVEL OF SERVICE: EXISTING (2001) WEEKDAY PM PEAK HOUR

Intersection	Delay[1] (sec./veh.)	LOS
Turk Street/Taylor Street	10.3	B
Golden Gate Avenue/Jones Street	11.2	B
Market Street/Fourth Street	15.8	B
Market Street /Fifth Street	19.2	B
Market Street/Ninth Street	23.8	C
Market Street/Tenth Street	21.6	C
Market Street/Van Ness Avenue	37.2	D
Mission Street/Fifth Street[2]	28.2/30.7	C/C
Mission Street/Sixth Street[2]	16.7/16.7	B/B
Harrison Street/Essex	>80	F
Harrison Street/Fourth Street	42.5	D
Harrison Street/Fifth Street	13.4	B
Harrison Street/Seventh Street	17.5	B
Harrison Street/Eighth Street	14.8	B
Bryant Street/Fifth Street	28.8	C
Bryant Street/Sixth Street	16.4	B
Bryant Street/Eighth Street	11.4	B
Bryant Street/Tenth Street	13.2	B
Brannan Street/Sixth Street	51.8	D

Notes:

[1] Delay values are not measured in the field, but are estimated based on calculations of existing traffic volumes.

[2] LOS and delay shown for without enforcement of the bus lane and with enforcement of the bus lane.

Source: CHS Consulting Group, 2002.

Caltrain

The Caltrain Peninsula Commute Service provides rail passenger service on the Peninsula between Gilroy and San Francisco. The service is operated by the Peninsula Corridor Joint Powers Board, a joint powers agency consisting of San Francisco, San Mateo and Santa Clara Counties. The San Francisco terminal is at Fourth and Townsend Streets, approximately six blocks southeast of the Project Area. Caltrain currently operates 66 trains each weekday, with a combination of express and local service. Headways during the PM peak period are approximately 5 to 30 minutes. Caltrain ridership was most recently estimated to be about 24,800 riders per day.

AC Transit

The Alameda-Contra Costa Transit District (AC Transit) provides local bus service in the East Bay (western Alameda and Contra Costa Counties). In addition, AC Transit operates bus service between the East Bay and San Francisco. All Transbay routes terminate at the Transbay Terminal, on Mission Street between First and Fremont Streets, about five blocks east of the Project Area. Most Transbay service is peak hour and peak direction (to San Francisco during the AM peak period and from San Francisco during the PM peak period), with headways of 15 to 30 minutes per route. AC Transit has an average daily transbay ridership of approximately 13,000 passengers.

SamTrans

The San Mateo County Transit District (SamTrans) provides bus service between San Mateo County and San Francisco. SamTrans operates 12 bus lines which serve San Francisco, including nine routes into the downtown area. Nine of these 12 routes operate as peak-only commute routes, one route operates as an express route, and two routes provide service throughout the day. SamTrans does not provide local service in the Project Area. The average weekday ridership to and from downtown San Francisco is approximately 11,300 passengers per day. SamTrans bus stops are located along Mission Street. SamTrans operates along Mission Street to the Transbay Terminal between First and Fremont Streets, including the 5M and 7B local routes, and the 1F, 7F, 16F, 17F, 18F, 19F, and 41F commute routes. Headways during the PM peak period are approximately 20 to 30 minutes per line.

Golden Gate Transit

Golden Gate Transit, operated by the Golden Gate Bridge, Highway, and Transportation District, provides bus service between the North Bay (Marin and Sonoma Counties) and San Francisco. Golden Gate Transit operates 22 commute bus routes, ten basic bus routes and 15 ferry shuttle routes. Most routes serve either the Civic Center (via Van Ness Avenue and Mission Streets or the Financial District (via Battery and Sansome Streets). Basic bus routes operate at 30- to 90-minute headways, depending on the time and day of the week. Commute and ferry feeder bus routes operate at more frequent intervals in the mornings and evenings. On buses from the North Bay to San Francisco, only alightings are allowed at stops in San Francisco. Conversely, on buses from San Francisco to the North Bay, only boardings are allowed at stops in San Francisco. Golden Gate Transit carries approximately 6,700 passengers per day to and from San Francisco. In the Project Area, Golden Gate Transit buses can be boarded on Mission Street, McAllister Street, and at Seventh Street North at Market Street, a major transfer point.

The Golden Gate Bridge, Highway and Transportation District also provides ferry service between the North Bay and San Francisco. During the AM and PM peak periods, ferries operate between Larkspur and San Francisco and between Sausalito and San Francisco. The San Francisco terminal is located at the Ferry Building, on The Embarcadero at Market Street. Approximately 1,470 passengers ride the ferry to Larkspur and approximately 230 passengers ride the ferry to Sausalito during the PM peak hour. Access to the Ferry service generally requires a walk of up to 20 blocks or a transfer from the MUNI service. In addition to using MUNI service or walking to the ferry, ferry passengers may ride Golden Gate Transit routes 67 (from the Civic Center and Mission Street) and 69 (from the Financial District) to the ferry.

Existing Regional Transit Screenline Analysis and Transit Operator Level of Service

A screenline analysis was also performed for regional transit carriers (BART, AC Transit, SamTrans, Caltrain, and Golden Gate Transit), to determine the current service volumes and capacity. Three screenlines have been established around San Francisco to analyze potential impacts of the proposed project on the regional transit carriers: (1) San Francisco Bay, including the Bay Bridge; (2) San Francisco Bay, including the Golden Gate Bridge; and (3) the San Francisco-San Mateo county line.

Level of service for transit is often measured by load factor. Most operators define load factor as a ratio of passengers to seats (i.e., if the passenger per seat ratio is one, then the vehicle is considered full). Some operators define it as the ratio of passengers to a specified capacity of a vehicle, which includes both seating and allowable standing capacity. The type of vehicle (e.g., motor coach, light rail vehicle) and type of service (local, long distance, high speed) affect the choice of an acceptable load factor. Typically a Transit Operator Level of Service (LOS) of E is considered unacceptable.

For the purpose of this EIR, the ridership measured at the three screenlines represents the peak direction of travel and patronage loads that correspond to the PM peak outbound commute from the Project Area to the region. All regional transit providers, except BART to the East Bay, operate at less than their design capacity, which indicates that seats are generally available. All of the regional transit providers, except for BART, currently operate at a load factor of less than 1.0. BART uses a capacity threshold of 135 percent, and currently operates at 120 percent of capacity to the East Bay.

San Francisco Municipal Railway (MUNI)

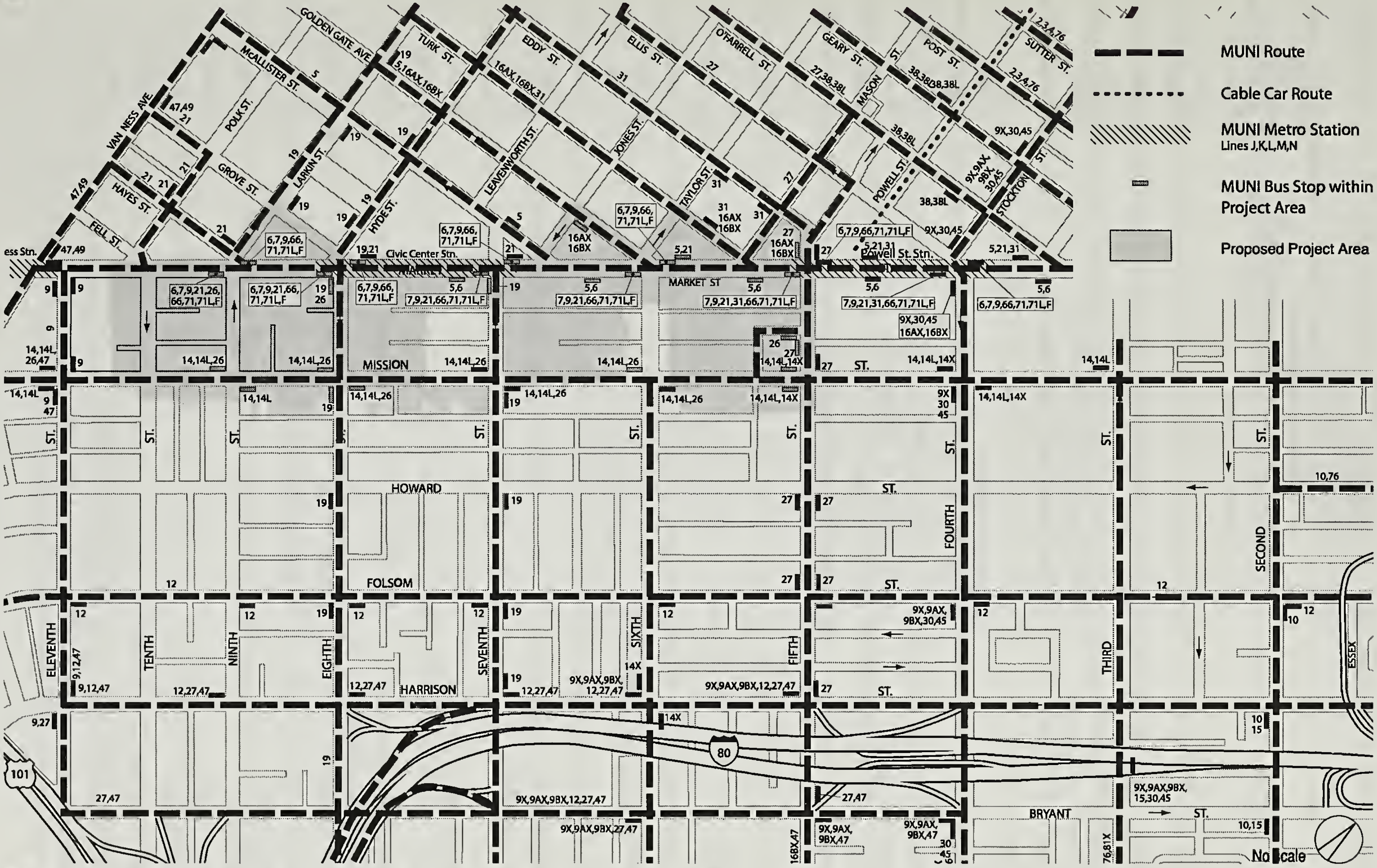
MUNI provides local transit service within the City and County of San Francisco. Thirty-six MUNI transit routes serve the Project Area and vicinity, including six light rail lines. (See Figure 17 for MUNI lines and major stops in the Project Area and vicinity.) Bus stops are generally spaced one block apart in the South of Market area. North of Market Street, stops are spaced approximately every other block. Table 14 discusses MUNI bus/light rail vehicle routes within the study area and their PM peak period frequency.

Table 14 does not include recent route or schedule changes for the 12-Folsom; 19-Polk; the split of the 42-Downtown loop into the 10-Townsend and 47-Van Ness; and 49-Van Ness-Mission.

Existing MUNI Screenline Analysis and Transit Operator Level of Service

MUNI service capacity was analyzed in terms of a series of screenlines. The concept of screenlines is used to describe the magnitude of travel from or to the downtown area and its vicinity, and to compare estimated transit volumes to available capacities for each transit operator. Screenlines are hypothetical lines that would be crossed by persons traveling between downtown and vicinity and other parts of San Francisco and the region. Four screenlines have been established in San Francisco to analyze impacts on MUNI service: Northeast, Northwest, Southwest, and Southeast, and sub-corridors within each screenline.

MUNI defines load factor as the ratio of passengers to a specified capacity of a vehicle, which includes both seating and allowable standing capacity. The type of vehicle (e.g., motor coach, light rail vehicle) and type of service (local, limited, express) affect the choice of an acceptable load factor. For MUNI, all screenlines currently operate within overall capacity, or during the


MUNI Route
Cable Car Route
MUNI Metro Station
Lines J,K,L,M,N
MUNI Bus Stop within Project Area
Proposed Project Area
VAN NESS AVE.
McALLISTER ST.
GOLDEN GATE AVE.
TURK ST.
EDDY ST.
ELLIS ST.
O'FARRELL ST.
GEARY ST.
POST ST.
SUTTER ST.
HAYES ST.
FELL ST.
GROVE ST.
POLK ST.
LARKIN ST.
HYDE ST.
LEAVENWORTH ST.
JONES ST.
TAYLOR ST.
MASON
POWELL ST.
STOCKTON
Civic Center Stn.
Powell St. Stn.
MARKET ST
MISSION
HOWARD
FOLSOM
HARRISON
BRYANT
ELEVENTH
TENTH
NINTH
EIGHTH
SEVENTH
SIXTH
FIFTH
FOURTH
THIRD
SECOND
ESSEX
80
101
No Scale

Source: CHS Consulting Group, EIP Associates

Mid-Market Redevelopment Plan

Muni Routes and Major Stop Locations

Figure 17

TABLE 14
MUNI TRANSIT LINES

Route	Hours of operation (in addition to or instead of normal hour)	PM Peak Frequency
5 – Fulton	All day plus owl service	4 min.
6 – Parnassus		10 min.
7 – Haight		10 min.
9 - San Bruno		8 min.
9X - San Bruno Express		10 min.
9AX - San Bruno "A" Express	Weekday peak period, peak direction	10 min.
9BX - San Bruno "B" Express	Weekday peak period, peak direction	10 min.
10 – Townsend		
12 – Folsom	6 AM to Midnight	15 min.
14 – Mission	All day plus owl service	5 min.
14L - Mission Limited	9:00 AM and 4:00 PM	None
14X – Mission Express	AM and PM peak periods only	10 min.
16AX - Noriega "A" Express	AM and PM peak periods only	15 min.
16BX - Noriega "B" Express	AM and PM peak periods only	15 min.
19 – Polk		10 min.
21 – Hayes		7 min.
26 – Valencia		5 min.
27 – Bryant		13 min.
30 – Stockton		5 min.
31 – Balboa		10 min.
38 – Geary	Peak period and owl service	6 min.
38L - Geary Limited		5 min.
42 - Downtown Loop		10 min.
45 - Union – Stockton		8 min.
47 - Van Ness		10 min.
49 - Van Ness – Mission		10 min.
66 – Quintara		20 min.
71 - Haight – Noriega	Mid-day only	None
71L - Haight - Noriega Limited		10 min.
76 - Marin Headlands	Hourly service 9:30 AM - 5:30 PM	Sundays only
91 – Owl	1:00 AM - 4:00 AM	30 min.
F - Market (Trolley)		7 min.
J – Church (Metro)		9 min.
K - Ingleside (Metro)		9 min.
L - Taraval (Metro)		8 min.
M – Ocean View (Metro)		9 min.
N - Embarcadero (Metro)	All day plus owl service	8 min.

Source: Official San Francisco Street and Transit Map, MUNI, 2002.

PM peak hour in the outbound direction; vehicles on some lines experience very crowded conditions during the evening commute period.

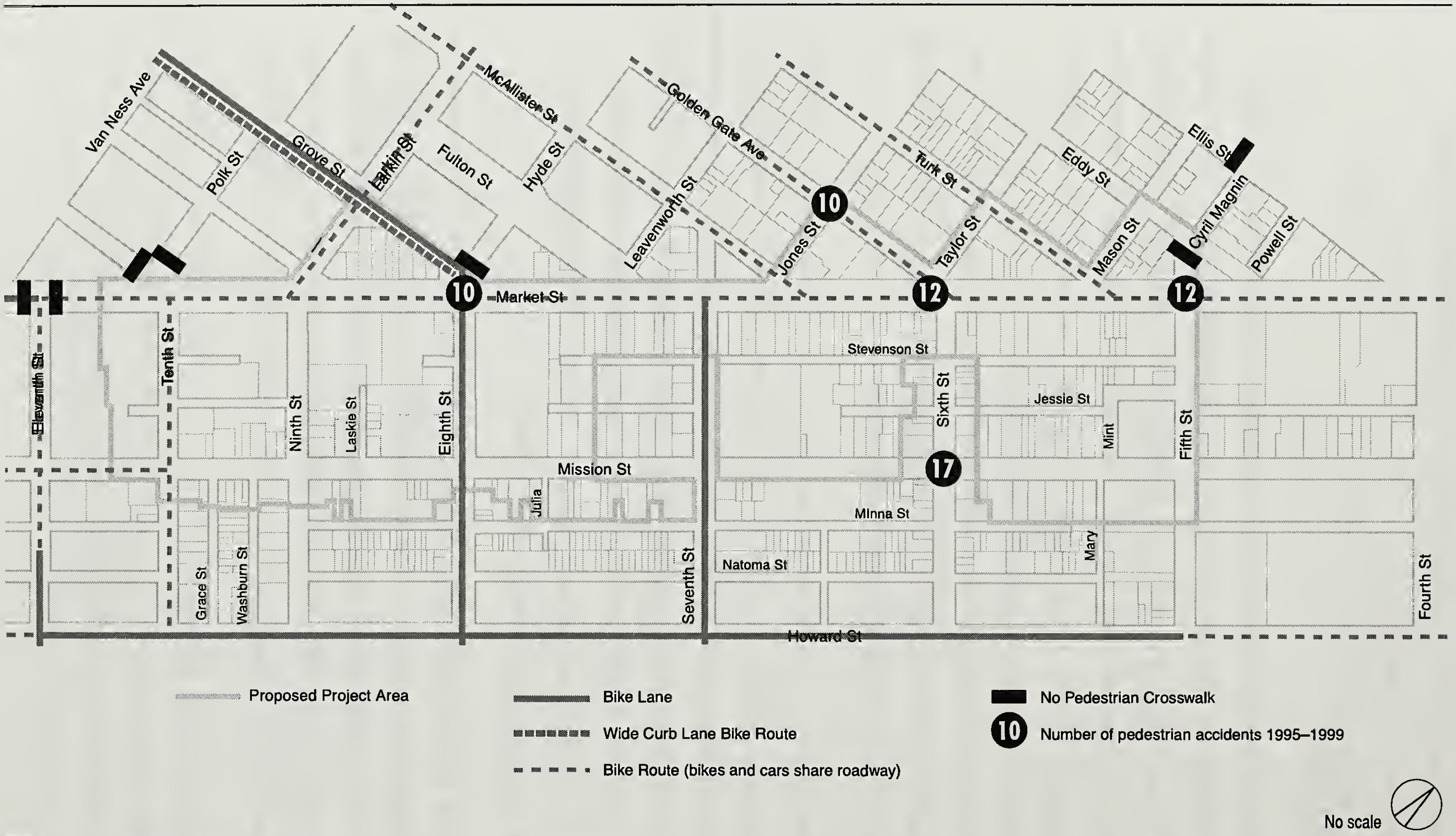
PEDESTRIAN CONDITIONS

The majority of streets in the Project Area have moderately light or light pedestrian volumes. Most of the streets have adequate sidewalk capacity for current pedestrian traffic. However, near major pedestrian traffic generators and corridors, pedestrian volumes increase to moderate and heavy levels. Sidewalk capacity is also sufficient for these volumes. Even near the Powell Street cable car turnaround pedestrian traffic is able to flow through the area, except that congestion is exacerbated due to seasonal shopping and tourism. Also, Sixth Street between Market and Howard Street does not have optimal pedestrian traffic flow. The congregation of people on the sidewalks, loitering, and the presence of slower-than-average pedestrians in this area reduces the effective sidewalk width, thereby limiting pedestrian circulation.

Several intersections near the Project Area that include freeway on- and off-ramps do not have pedestrian crosswalks at all crossings. These include the southwest corner of Harrison at Fourth Streets, the south side of Harrison Street at Fifth Street, the west side of Seventh Street at Harrison Street, and the east side of Eighth Street at Bryant Street. While installing additional crosswalks at freeway on- and off-ramps may conflict with vehicle movements, pedestrian safety at these intersections is not optimized with current configurations. Ten other intersections near the Project Area do not have striped crosswalks at all locations.

Pedestrian accident data from the San Francisco Department of Parking and Traffic shows that accidents occur throughout the study area. The intersections with relatively high accident rates (an average of two or more accidents per year) include: Sixth Street/Mission Street, Golden Gate Avenue/Market Street, Cyril Magnin Street/Market Street, Golden Gate Avenue/Jones Street, and Hyde Street/Market Street. See Figure 18 for accident rates at these intersections.

The San Francisco Department of Parking and Traffic does not have a threshold for the number of pedestrian accidents beyond which the City takes remedial action. However, if a number of accidents occur near an unusual pedestrian facility (such as a mid-street transit


Van Ness Ave
Polk St
Grove St
Larkin St
Fulton St
McAllister St
Hyde St
Leavenworth St
Golden Gate Ave
Jones St
10
Turk St
Taylor St
Eddy St
Mason St
Ellis St
Cyril Magnin
Powell St
10
Market St
12
12
Eleventh St
Tenth St
Ninth St
Laskie St
Eighth St
Stevenson St
Sixth St
Jessie St
Mint
Fifth St
Mission St
17
Julia
Minna St
Grace St
Washburn St
Seventh St
Natoma St
Mary
Fourth St
Howard St
Proposed Project Area
Bike Lane
Wide Curb Lane Bike Route
Bike Route (bikes and cars share roadway)
No Pedestrian Crosswalk
10
Number of pedestrian accidents 1995–1999
No scale

Source: San Francisco Bike Map and Walking Guide; San Francisco General Plan; CHS Consulting Group, EIP Associates

Mid-Market Redevelopment Plan

Pedestrian Conditions and Bicycle Routes

Figure 18

platform), the department will attempt to improve pedestrian safety with improved signage or restriping.

The Department of Parking and Traffic has recently implemented the following improvements south of Market Street: red-light cameras, mast-arm traffic signal upgrades (which have reduced the number of South-of-Market collisions by one half), pedestrian safety campaigns, pedestrian countdown signals, improved crosswalk markings, sidewalk widening, new WALK/DON'T WALK pedestrian signal heads, bulb-outs at corners (to reduce pedestrian crossing distance), and mid-block pedestrian crossings.

Crosswalk Analysis

Pedestrian volumes at the four crosswalks of Market/Fifth Streets and Market/Sixth Streets were counted on April 18, 2001. Crosswalk analysis for the PM peak hour (5:00 PM to 6:00 PM) was conducted using the methodology from the *1985 Highway Capacity Manual,* 1994 update. This method analyzes the average 15-minute pedestrian volume of the peak hour. Similar to traffic analysis, pedestrian conditions are described in terms of LOS, with A being the best and F being the worst. Typically, the maximum desirable pedestrian density is 15 square feet/pedestrian, which is equivalent to LOS D. All eight crosswalks currently operate at either LOS A or B, indicating that they are sufficiently wide and that pedestrians are able to move freely across them.

BICYCLE CONDITIONS

Several designated bicycle routes and lanes serve the study area (see Figure 18). Generally, bicycle volumes are relatively low except on Market and Mission Streets.

Table 12, pp. 103-104, indicates which roadways are designated as Citywide Bicycle Routes in the *San Francisco General Plan* and which are listed in the *Official San Francisco Bike Route System* in the vicinity of the Project Area.

PARKING CONDITIONS

Existing parking conditions were examined in an area generally bounded by Fourth Street to the east, Bryant Street to the south, Eleventh Street to the west, and triangular blocks located two to three streets north of Market Street. This boundary roughly approximates reasonable walking distances (one to four blocks) from the Project Area and vicinity.

Methodology

The parking inventory and occupancy analysis was conducted for off-street parking conditions during the midday peak period of 1:00 to 3:00 PM. The parking inventory and occupancy analysis for the portion of the study area located north of Market Street is based on field surveys conducted for the portion of the study area north of Market Street.[2] For the portion of the parking study area south of Market Street, the existing inventory and occupancy analysis is based on the *South of Market Parking Study* prepared for the Department of Parking and Traffic. Field checks were conducted to update and identify if any parking facilities had been added, displaced or substantially modified since the *South of Market Parking Study* was completed.[3]

Off-Street Parking Supply

Off-street parking facilities are found on 25 blocks within the study area, with a total estimated off-street parking capacity of about 8,055 spaces. Approximately 48 percent of those spaces are located in two City-owned garages: the Civic Center garage (843 spaces) located on the block bounded by McAllister, Larkin, Grove, and Polk Streets; and the Fifth and Mission Garage (2,586 spaces), which is the largest City-owned garage. Another major garage in the study area is the Ellis/O'Farrell garage which contains 950 spaces. Of the remaining 3,676 spaces, about 2,140 spaces are on surface lots ranging in size from 30 to 880 spaces, although the majority of lots contain 60 or fewer spaces. Most of the smaller surface lots are on the triangular blocks located north of Market Street.

Of the total 8,055 off-street spaces, about 56 percent are north of Mission Street. The remaining 44 percent are located south of Mission Street including the 2,586 spaces in the Fifth and Mission Garage.

Off-Street Parking Occupancy

Off-street parking in the study area is at capacity.[4] During the midday peak period (1:00 to 3:00 PM), the average occupancy of off-street parking is 97 percent, leaving a total of about 240 unoccupied spaces throughout the 25-block study area. Off-street parking located north of

Mission Street is fully occupied, with average occupancies per block ranging from 75 percent to 133 percent (based on marked spaces). Several facilities in this portion of the study area accommodate more cars than the number of marked spaces, with valet parking, using more than the independently-accessible spaces.

LOADING CONDITIONS

Table 12, pp. 103-104, lists streets designated as Freight Traffic Routes in the *San Francisco General Plan*. In general, trucks make deliveries directly to the buildings they serve. The streets in the study area include on-street loading zones, particularly near older buildings. In the area north of Market Street, older buildings do not have on-site loading facilities; rather, deliveries are made from trucks in the street via freight elevators in the sidewalks or directly through the front door. Market Street has intermittent curb indentations for truck loading only. South of Market Street, deliveries are made via loading zones in the major streets, alleys, and on-site loading facilities. Truck double-parking has been observed on the streets in the study area, especially near older buildings without on-site loading facilities; delivery vehicles often double park if no on-street loading spaces are available.

IMPACTS

The Transportation Study for the EIR analyzed both the Project Area, and separate efforts under consideration for the South of Market Redevelopment Area. South of Market project efforts are discussed herein as part of future intersection and parking conditions.

SIGNIFICANCE CRITERIA

In San Francisco, the threshold for a significant adverse impact on traffic has been established as deterioration in the level of service (LOS) at a signalized intersection from LOS D or better to LOS E or F, or from LOS E to LOS F. For an intersection that operates at LOS E or F in existing conditions, there may be a significant adverse impact depending upon the magnitude of the project's contribution to the worsening of delay. In addition, a project would have a significant adverse impact if it would cause major traffic hazards or would contribute considerable to the cumulative traffic increases that would cause the deterioration in LOS to unacceptable levels (i.e., to LOS E or F).

For transit, a project is typically considered to have a significant effect on the environment if it would cause an increase in demand on the transit system such that the PM peak hour Transit Operator LOS exceeds the acceptable level set by the transit operator; it would substantially conflict with transit operations; or it would cause a substantial increase in operating costs such that significant adverse transit levels could result.

General Plan policies emphasize the importance of public transit use and discourage the provision of facilities which encourage automobile use. Therefore, the creation of parking demand, which cannot be met by existing or proposed parking facilities, would not be considered a significant environmental effect. However, the City would generally consider whether the unmet parking demand would result in other significant physical effects or in hazardous conditions.

The project would be considered to have a significant effect on the environment if it were to result in substantial pedestrian overcrowding on public sidewalks; create particularly hazardous conditions for pedestrians or bicyclists; or otherwise substantially interfere with pedestrian and bicycle accessibility of the site and to adjoining areas.

TRIP GENERATION

Trip generation for the Mid-Market Plan was calculated based on the projected floor area of development for each land use. For the Project Area, development was classified as either new development or rehabilitation sites. All trips generated by new development were considered as net new. For new development, only those trips generated by projects not replacing active, existing uses were added as new trips.

Table 15 presents the net new person-trips that net growth would generate.[5] The Project Area would generate approximately 103,200 total daily person-trips and 11,000 PM peak-hour person-trips.

The travel mode for project trips is summarized in Table 16. Mode split information for the proposed uses was based the *San Francisco Guidelines*.[6] Table 16 shows that trips going to and from the Project Area would use transit (about 4,450). Trips by automobile and walking are split (about 2,790 and 3,000, respectively), and 820 trips would be made by other modes.

Table 17 presents the estimated daily and PM peak-hour vehicle-trip generation for the Project Area. The proposed project would generate approximately 2,020 weekday PM peak-hour vehicle-trips, of which about 820 would be inbound to the site, and about 1,200 would be outbound from the site.

TABLE 15
NET NEW PERSON-TRIP GENERATION

Land Use	Net New Units/ Rooms	Net New GSF	Daily Trip Rate[1]	Daily Person-Trips	PM Peak Hour Percentage	PM Peak Hour Person-Trips[1]
Studio/1-Bedroom	1,834	--	7.5/unit	12,380	17.3	2,142
2+Bedroom	1,233	--	10/unit	11,097	17.3	1,920
Office	--	1,066,623	18.1/gsf	17,375	8.5	1,477
Institutional	--	106,000	28.6/gsf	2,728	3.7	101
Retail	--	338,500	150/gsf	45,698	9	4,113
Hotel	1,283[2]	385,000	7/room	8,083	10	808
Theater and Arts	--	359,500	18.1/gsf	5,856	8.5	498
Total	**3,067[3]**	**2,255,623**	**--**	**103,217**	**--**	**11,059**

Notes: Totals may not add due to rounding.

1. Trips were calculated per 1,000 square feet. Trip generation rates and the PM peak percentages for the proposed land uses were obtained from the *San Francisco Guidelines* and from the Planning Department.
2. Hotel rooms equal gsf divided by 300.
3. Total does not include hotel rooms.

Source: CHS Consulting Group, 2002.

TABLE 16
NET NEW PM-PEAK HOUR PERSON TRIPS BY MODE

Land Use	Auto	Transit	Walk	Other	Total
Residential	663	2,239	913	247	4,062
Office	486	856	85	51	1,477
Retail	1,171	698	1,773	471	4,113
Hotel	272	336	167	33	808
Institutional	33	51	14	3	101
Theater/Arts	168	267	48	15	498
Total	**2,793**	**4,447**	**3,000**	**820**	**11,059**

Note: Totals may not add due to rounding.

Source: CHS Consulting Group, 2002.

TABLE 17
NET NEW VEHICLE-TRIP GENERATION

Land Use	Size	Daily Vehicle-Trips	PM Peak Hour Vehicle-Trips[1]	Inbound Trips[2]	Outbound Trips[2]
Residential	3,067 Units	1,446	645	428	216
Office	1,066,623 gsf	3,416	369	20	349
Institutional	106,000 gsf	561	24	2	22
Retail	338,500 gsf	7,477	672	316	357
Hotel	385,000 gsf	1,658	179	44	136
Theater/Arts	359,000 gsf	1,310	130	8	122
Total	–	**15,868**	**2,019**	**818**	**1,201**

Notes: Totals may not add due to rounding.

1. The PM peak hour vehicle-trip generation was derived based on vehicle occupancy rates provided in the *San Francisco CTBS*
2. The PM peak hour inbound and outbound splits were derived based on percentages provided in the *San Francisco Guidelines*.

Source: CHS Consulting Group, 2001.

TABLE 18
INTERSECTION LEVEL OF SERVICE: EXISTING AND EXISTING PLUS MID-MARKET LOS, WEEKDAY PM PEAK HOUR

	Existing (2001)		Existing Plus Mid-Market	
Intersection	**Delay (sec./veh)**	**LOS**	**Delay (sec./veh)**	**LOS**
Turk/Taylor	10.3	B	10.5	B
Golden Gate/Jones	11.2	B	11.4	B
Market /Fourth	15.8	B	16.3/14.0[2]	B
Market/Fifth	19.2	B	19.7	B
Market /Ninth	23.8	C	29.7	C
Market/Tenth	21.6	C	22.8	C
Market/Van Ness	37.2	D	38.4	D
Mission/Fifth[1]	28.2/30.7	C/C	39.8/43.6	D/D
Mission/Sixth[1]	16.7/18.7	B/B	21.4/25.0	C/C
Harrison/Essex	>80 (v/c=1.26)	F	>80 (v/c=1.26)	F
Harrison /Fourth	42.5	D	42.7	D
Harrison /Fifth	13.4	B	15.1	B
Harrison/Seventh	17.5	B	21.6	C
Harrison/Eighth	14.8	B	16.3	B
Bryant/Fifth	28.8	D	29.5	D
Bryant/Sixth	16.4	B	18.2	B
Bryant/Eighth	11.4	B	11.5	B
Bryant/Tenth	13.2	B	13.3	B
Brannan/Sixth	51.8	D	57.5	E

Notes:

[1] LOS and delays are shown without enforcement of the bus only lane on Mission Street and with enforcement of the bus only lane.

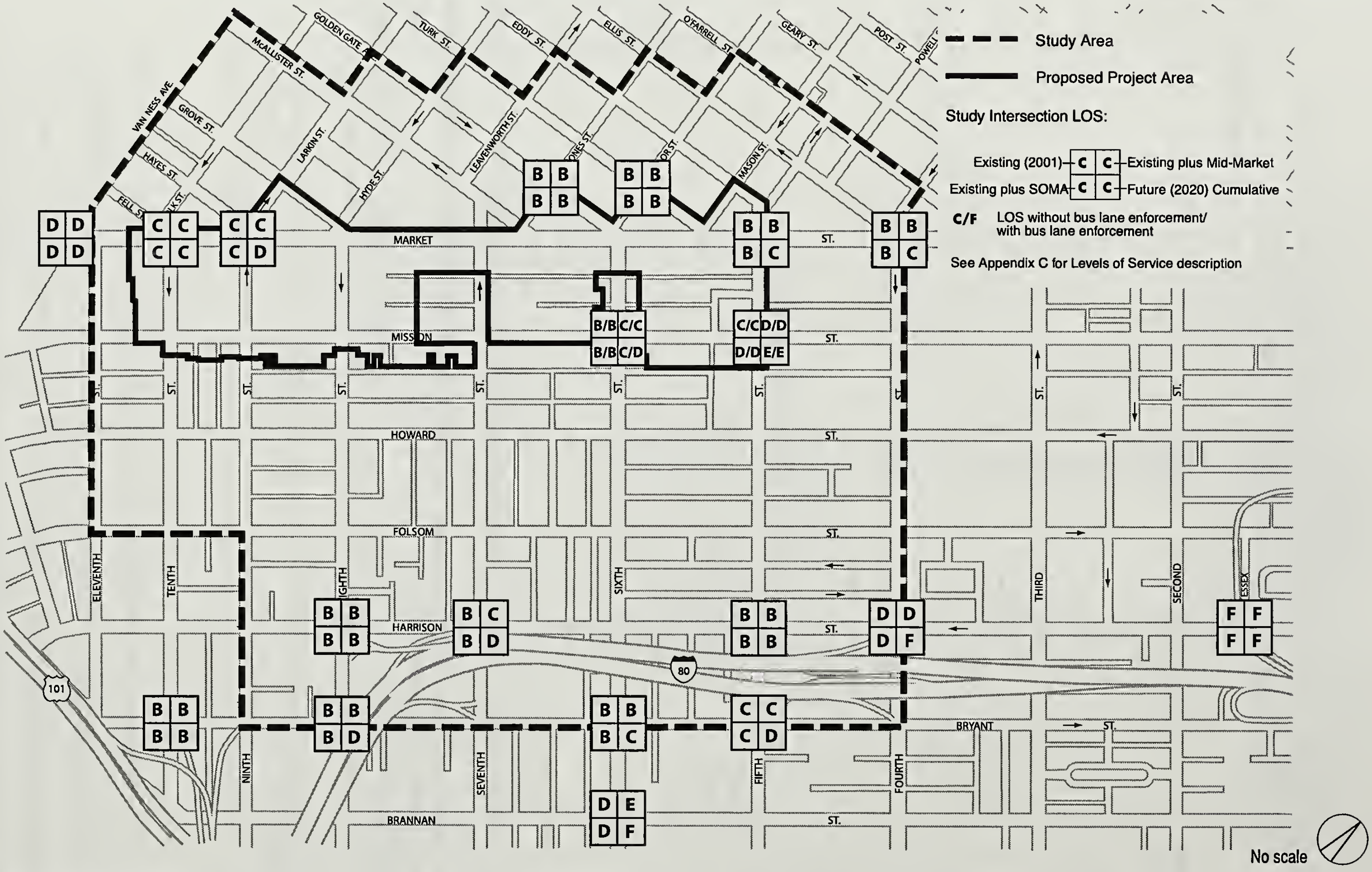
[2] LOS and delays are shown with and without the proposed improvements planned by DPT. A description of the proposed improvements is included in this section.

Source: CHS Consulting Group, 2001.

TRAFFIC IMPACTS

Project Area

Table 18 presents the results of the intersection LOS analysis for the Existing (2001) and Existing plus Mid-Market scenarios. (Figure 19, p. 120, illustrates existing, Mid-Market Plan, SOMA Plan and cumulative LOS conditions at the study intersections.) Under the Existing plus Mid-Market conditions all the study intersections, except Harrison/Essex and Brannan/Sixth, are expected to continue operating at LOS D or better. The intersection of



Study Area
Proposed Project Area
Study Intersection LOS:
Existing (2001)
Existing plus Mid-Market
Existing plus SOMA
Future (2020) Cumulative
C/F LOS without bus lane enforcement/ with bus lane enforcement
See Appendix C for Levels of Service description
VAN NESS AVE.
MCALLISTER ST.
GOLDEN GATE AV.
TURK ST.
EDDY ST.
ELLIS ST.
O'FARRELL ST.
GEARY ST.
POST ST.
POWELL
GROVE ST.
HAYES ST.
FELL ST.
LARKIN ST.
HYDE ST.
LEAVENWORTH ST.
JONES ST.
TAYLOR ST.
MASON ST.
MARKET ST.
MISSION ST.
HOWARD ST.
FOLSOM ST.
HARRISON ST.
BRYANT ST.
BRANNAN ST.
ELEVENTH ST.
TENTH ST.
NINTH ST.
EIGHTH ST.
SEVENTH ST.
SIXTH ST.
FIFTH ST.
FOURTH ST.
THIRD ST.
SECOND ST.
ESSEX
101
80
No scale

Source: CHS Consulting Group, EIP Associates

Mid-Market Redevelopment Plan

Intersection Levels of Service

Figure 19

Harrison/Essex, serving a freeway on-ramp, already operates at LOS F under existing conditions and would continue to operate at LOS F under existing plus Mid-Market conditions. At this intersection, development in Mid-Market area would contribute a very small percentage of vehicles to the traffic movements that determine overall intersection LOS and would not be considered significant. The intersection of Brannan/Sixth would deteriorate from LOS D to LOS E with Mid-Market traffic.

Despite the number of new vehicle-trips, the increases in delay times at the 19 study intersections would not adversely affect LOS due to the following factors:

- Development would be spread over the approximately 20-block Project Area so that each intersection would accommodate only a portion of project-generated traffic; and
- The circulation pattern south of Market Street includes a series of one-way streets, both east-west and north-south. This pattern allows traffic to use different routes, instead of concentrating it in a single corridor.

Improvements at the Market/Fourth Streets Intersection

The LOS analysis for the Market/Fourth Streets intersection assumed implementation of the Department of Parking and Traffic plans to improve circulation on Stockton Street between O'Farrell Street and Ellis Street. The proposal would remove the MUNI boarding island on Stockton Street at Ellis Street and relocate the bus stop to the west curb lane of Stockton Street south of O'Farrell Street. The lane configuration on the southbound approach of the intersection would change to two through-traffic lanes and one shared right-turn-only and bus lane. The Department also plans to widen the western sidewalk of Stockton Street by two feet, build bulb-outs at the southwest and southeast corners of Ellis Street/Stockton Street/Market Street, introduce an exclusive all-pedestrian phase at the intersection of Ellis Street/Stockton Street/Market Street, and extend the existing bus-only lane on Stockton Street from O'Farrell to Market Street to eventually link with a Fourth Street bus-only lane south of Market Street.

The Department intends to complete the improvements by mid-2003. Since the proposed changes would combine the bus lane with the right-turn-only lane, delays to cars turning right on the southbound approach of the intersection could result while buses load and unload their passengers. However, buses stopping along Stockton Street would no longer delay through traffic so that the overall delay at the intersection would improve to 14.0 seconds with the Mid-Market Redevelopment Plan and 13.8 seconds with the South of Market Area Redevelopment Plan.

FUTURE (YEAR 2020) CUMULATIVE TRAFFIC IMPACTS

Future Cumulative LOS Conditions

Figure 19, p. 121, shows the future cumulative LOS conditions at the study intersections. Table 19 shows the LOS for the Existing, Existing-plus-Mid-Market, Existing-plus-SOMA and Future (2020) Cumulative conditions. Under Future (2020) Cumulative conditions, 15 of the 19 intersections would continue to operate at acceptable LOS D or better. Four intersections, Harrison/Essex, Harrison/Fourth, Brannan/Sixth, and Mission/Fifth, would operate at LOS E or F, due primarily to anticipated background traffic growth.

TRANSIT IMPACTS

It is estimated that the development in the Project Area would generate approximately 4,900 weekday PM peak-hour transit trips. These 4,900 transit trips would be spread over 36 MUNI bus lines, and BART, SamTrans, Caltrain, AC Transit, and Golden Gate Transit lines.

Project Transit Impacts

MUNI generally has capacity available to accommodate the additional transit trips at most screenlines. However, with the Mid-Market Plan, MUNI would exceed capacity through the Mission and Other Corridors of the Southeast screenline. With increased transit trips generated by implementation of the Mid-Market Plan, ridership on the Mission Corridor of the Southeast Screenline would increase from about 88 percent to 102 percent of capacity, with about 185 project-related trips. Ridership on All Other Lines in the Southeast Screenline would increase from about 91 percent of capacity to about 106 percent of capacity, with about 210 project-related trips. Overall, the Southeast Screenline would be at about 101 percent of capacity. This would be a significant adverse impact of the proposed project on transit capacity at these screenlines. This effect may cause some transit riders in this corridor to shift to BART, which would have capacity along the Mission Street corridor. Other transit trips may shift to other modes, and crowding on MUNI bus lines during the peak of the peak would increase.

TABLE 19
INTERSECTION LEVEL OF SERVICE: EXISTING, EXISTING PLUS MID-MARKET, EXISTING PLUS SOMA, AND FUTURE CUMULATIVE LOS, WEEKDAY PM PEAK HOUR

	Existing (2000)		Existing Plus Mid-Market		Existing Plus SOMA		Future (2020) Cumulative[a]	
Intersection	**Delay (sec./ vehicle)**	**LOS**	**Delay (sec./ vehicle)**	**LOS**	**Delay (sec./ vehicle)**	**LOS**	**Delay (sec./ vehicle)**	**LOS**
Turk/Taylor	10.3	B	10.5	B	10.4	B	11.0	B
Golden Gate/Jones	11.2	B	11.4	B	11.2	B	11.6	B
Market/Fourth	15.8	B	16.3	B	15.9	B	25.2	C
Market/Fifth	19.2	B	19.7	B	19.5	B	25.9	D
Market/Ninth	23.8	C	29.7	C	23.8	C	51.7	D
Market/Tenth	21.6	C	22.8	C	21.7	C	24.7	C
Market/Van Ness	37.2	D	38.4	D	37.3	D	51.8	D
Mission/Fifth	28.2/30.7	C/C	39.8/43.6	D/D	40.2/42.7	D/D	57.5	E
Mission/Sixth	16.7/18.7	B/B	21.4/25.0	C/C	17.1/19.5	B/B	25.5	C
Harrison/Essex	>80(v/c=1.26)	F	>80(v/c=1.26)	F	>80(v/c=1.26)	F	>80	F
Harrison/Fourth	42.5	D	42.7	D	42.5	D	>80	F
Harrison/Fifth	13.4	B	15.1	B	14.3	B	16.7	B
Harrison/Seventh	17.5	B	21.6	C	17.9	B	39.4	D
Harrison/Eighth	14.8	B	16.3	B	14.8	B	17.8	B
Bryant/Fifth	28.8	C	29.5	C	29.0	C	38.8	D
Bryant/Sixth	16.4	B	18.2	B	16.8	B	24.1	C
Bryant/Eighth	11.4	B	11.5	B	11.4	B	40.6	D
Bryant/Tenth	13.2	B	13.3	B	13.2	B	14.1	B
Brannan/Sixth	51.8	D	57.5	E	52.2	D	>80	F

Notes: Future Cumulative conditions for the Ellis Street/Stockton Street/Market Street intersection are calculated without the bus island that would be removed by 2001.

Source: CHS Consulting Group, 2002.

Development in the Project Area would occur over approximately 20 years, and increases in transit patronage would, therefore, occur incrementally over an extended period. However, under the Mid-Market scenario, MUNI would exceed capacity through the ‘Mission’ and ‘All Other’ corridors’ of the Southeast screenline and thus result significant transit impacts.

To partially offset potential transit impacts, the City requires all new office development in the C-3 districts to contribute $5.00 per square foot to the Transit Impact Development Fee (TIDF). Funds raised with this fee are used to help implement transit improvements in the City. Office developments in the Project Area would be required to contribute to the TIDF. While future service changes or other transit improvements funded with the TIDF may offset effects the extent of those changes is not known at this time.

Regional transit trips were assigned to one of three regional screenlines. About 3,950 transit trips would be destined to the North Bay, 6,260 to the South Bay, and 21,490 to the East Bay during the weekday PM peak hour. Except for BART to the East Bay, which runs near capacity, available capacity would accommodate the additional transit trips. The Plan would add 144 trips to the BART East Bay corridor. It is possible that overcrowding on BART could cause some transit users to switch to other modes, such as AC Transit or ferries, or change their working hours to outside of the PM peak hour. As noted above, development in the Project Area would occur over 20 years or more, and could permit transit agencies to adjust service to serve this growth.

Cumulative Transit Impacts

Transit ridership for the Cumulative 2020 condition is projected to increase from about 21,870 to about 26,120 passengers at the MUNI screenlines, while capacity is projected to increase to about 29,660 passengers. While overall peak-hour MUNI ridership would be less than projected capacity at screenlines, projected ridership is expected to approach capacity at the southeast and southwest screenlines. At the "All Other Lines" corridor in the southeast screenline, MUNI capacity utilization would operate at 108 percent. This would be a significant cumulative effect on transit capacity on the All Other Lines of the Southeast Screenline. Project-related transit trips would be about 12 percent of total future trips on these lines.

For 2020 conditions, all carriers except BART would operate with sufficient capacity to accommodate demand. For the 2020 Cumulative conditions, BART to the East Bay would operate at 129 percent, approaching the 135 percent load standard. BART trips to the South Bay would increase from about 3,160 to 14,385 trips. The result of this relatively high future demand (attributable in part to BART extensions to Millbrae and San Francisco International Airport by late 2002) would be crowded conditions on BART during the PM peak hour in the outbound direction. It is likely that this overcrowding would cause some passengers to shift to alternative transit modes, including Caltrain and SamTrans to the South Bay and AC Transit to the East Bay, all of which will have sufficient capacity in the future. Under Cumulative 2020 conditions, BART to the South Bay would operate at above 135 percent capacity utilization. The Mid-Market project would contribute approximately 1.5 and 2 percent to the total future volume and the growth in volumes, respectively, which is not considered as a significant contribution to impacts. BART staff indicated that South Bay service could accommodate the increased loads by running trains with full ten-car length and improve capacity utilization to about 120 percent. In 2020, cumulative demand on Golden Gate Transit bus service would be 4,384 riders, or 82% of capacity. On Golden Gate ferry service, cumulative ridership would be 5,511, or 68% of capacity.

PEDESTRIAN IMPACTS

During the weekday PM peak hour, both the Mid-Market Project Area and South of Market Redevelopment area would generate a total of 8,200 net new pedestrian trips (4,900 transit, 3,300 walk). Those pedestrian trips would be spread out over the 20-block study area. Increases in project pedestrian traffic would not cause significant impacts on existing sidewalks or at crosswalks. Increases in pedestrian volumes could potentially increase conflicts between pedestrians and vehicles making right turns, especially along major pedestrian streets, such as Market and Mission Streets. This conflict could potentially cause additional delays for right-turn vehicles or pose a danger to pedestrians.

A crosswalk LOS analysis was performed for the eight crosswalks at the intersections of Market/Fifth Streets and Market/Sixth Streets. Only trips from the adjacent blocks in the study area were assigned for the analysis. All eight crosswalks would continue to operate at LOS B or better with the addition of developments in the Project Area and South of Market Area, indicating the existing crosswalks are wide enough to handle the additional pedestrian volumes.

BICYCLE IMPACTS

Because bicycle volumes on most study streets are relatively low in comparison with vehicle traffic, it is not anticipated that the Mid-Market Plan would have a significant negative impact on bicycle conditions in the study area. Market Street has growing bicycle volumes, with limited bicycle lanes. Most bicyclists would be expected to continue using the existing bicycle lanes and routes. However, several issues may change future bicycle conditions.

Increases in traffic volumes may adversely influence the safety of bicycling in some potential areas. Intersections with relatively heavy turning movement volumes as well as those at freeway access ramps generally require greater safety awareness by both bicyclists and motorists. The

Harrison/Eighth Streets intersection would experience an increase in the volume of southbound vehicles making right turns. This turning movement requires that motor vehicles cross the Route 23 bicycle lane on the west side of the street, increasing potential safety conflicts. This condition would not, however, be considered a significant adverse effect, and programs underway in San Francisco would address bicycle safety: As of August 2002, preliminary evaluations of bike lanes on Fifth Street and Howard Street are underway. The bike lane on the north side of Howard Street from Fifth Street to 11th Street has been approved. The proposal for a bike lane on Howard Street east of Fifth Street and on Fifth Street are still being studied. While new lanes would facilitate bicycle traffic, they could also affect vehicle traffic and parking. The Department of Parking and Traffic is reviewing the bike lane alternatives in separate studies.

A group of City and regional agencies, transportation advocacy groups, and environmental groups has recently obtained funding to finance a transportation, safety and access study for Market Street east of Van Ness Avenue. The preliminary scope proposes the development of transportation improvement alternatives based on community involvement. Measures identified in that study may improve bicycle access and safety to the Mid-Market area.

PARKING

Parking Demand

Long- and short-term parking demand was calculated based on the Project Area vehicle trip generation estimates, and from projections of net change in land use square footage and housing units in both the Project Area and South of Market Redevelopment Plan area.[16] Residential demand was based on the number of studio/one-bedroom units and multiple bedroom units, as specified by the *San Francisco Guidelines*.[7] Long-term parking demand is generally defined as employee parking for the various uses that would be developed in the project area, while short-term parking demand is associated with visitor and patron parking for these uses. A turn-over rate of 5.5 parked vehicles per day was used for short-term parking demand.[8]

The Project Area would generate an estimated total net new parking demand of about 6,750 spaces. Of this total, approximately 3,870 spaces (57 percent) would be generated by the 3,110 residential units projected for the Project Area. The remaining 2,880 spaces demand would be generated by commercial (retail, office, hotel, cultural) uses. Approximately 67 percent of the commercial parking demand would be for long-term parking (about 1,860 spaces), and 33 percent would be for short-term parking (about 1,020 spaces), due to retail, hotel and theater/art uses.

The parking demand estimates above are based on the methodology outlined in the *SF Transportation Guidelines Analysis Guidelines* and represent estimates of peak parking demand for each land use separately. Since peak parking demand for individual land uses occur at different times of the day, total peak demand for the study area could be less than that presented. This is possible because some parking facilities would not be reserved for specific businesses and the use of the spaces could be shared. The concept of shared parking is applicable because the Mid-Market area comprises a mix of uses. While there is no established methodology to estimate parking demand for shared parking conditions in San Francisco, it is reasonable to expect that the total parking demand from commercial uses would be less than the sum of the peak demand for each use.

The combined total parking demand for the Project Area and South of Market Redevelopment Plan area would be about 7,800 spaces, which consists of about 2,990 total commercial parking spaces (1,950 would be long-term and 1,040 would be short-term) and 4,810 total residential spaces.

Parking Impacts

Policies in the *San Francisco General Plan* emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. Secondary impacts may result from unmet parking demand, such as changes in neighborhood character or creation of hazardous conditions caused by illegally parked cars.

The project development would include approximately 548,000 square feet of parking, or about 1,685 parking spaces. For purposes of analysis and consistency with the proposed Mid-Market Plan, it is assumed that commuter parking would be discouraged, and that the 1,685 spaces would be structured (multi-level), and serve primarily retail, residential and evening cultural uses. Proposed residential and commercial uses are also assumed to provide some level of on-site parking.

Development of Opportunity Sites would displace about 935 parking spaces in the Project Area. The net increase in public parking spaces would thus be about 750 spaces (1,685 - 940=745).

Under Existing plus Mid-Market Plan conditions, there would be a parking shortfall for commercial uses of approximately 2,130 spaces (2,880 spaces of demand minus a net increase of 750 spaces) in the Project Area. Parking demand in the Project Area could be less due to potential shared parking arrangements. Shared parking would include on-street parking available in the evening or overnight for residential uses, as well as off-street parking that would be available for employee, visitor or residential demand, depending upon time of day and peak parking demand for different uses.

It is not known at this time how many spaces would be provided for potential residential development identified by the proposed Mid-Market Plan. Typically, in the downtown and South-of-Market areas, projects propose one space per unit, unless the proposed project is an affordable, elderly, or assisted-living project, which would require fewer than one space per unit. The Mid-Market Plan also proposes creation of a shared community parking system instead of requiring individual developments to provide on-site parking. A limited number of shared, short-term public parking facilities would be created in strategic locations within the Project Area. To encourage affordable housing and Transit First policies, the Mid-Market SUD proposes minimum parking requirements, even though the parking requirements in the C-3 Districts are one space per four dwelling units. If potential residential developments provide sufficient supply to meet demand, no residential parking shortfall would result. The parking demand factor used for residential units is about 1.26 spaces per unit. (Affordable housing would have a parking demand factor of less than one space per unit. Depending upon the amount of affordable housing developed in the Project Area, total parking demand would be reduced.) If potential residential developments were permitted to provide one space per unit, a shortfall of approximately 760 parking spaces (3,870 space demand for the approximate 3,110 units) could result. This shortfall would be likely to occur during weekday evenings and weekends when residents were at home. However, because the Project Area would be expected to provide sufficient parking spaces on-street and off-street in the evening and during weekends, there would be opportunities for shared parking within existing facilities and proposed new parking in the Project Area.

Future Cumulative Parking Conditions

The Cumulative 2020 parking analysis assumes that a number of surface parking lots in the study area would be displaced by future development, in addition to Project Area activities. Potential residential developments (about 750 dwelling units) in the South of Market Redevelopment area would generate net new demand for about 940 parking spaces, with a parking shortfall of about 190 spaces. Other potential development projects in the parking study area would displace approximately 785 parking spaces and would add about 790 spaces. This would result in no net change. Cumulatively, there would be a total shortfall of about 2,300 public parking spaces in the parking study area (2,130 in the Project Area and 190 in the South of Market Redevelopment area).

Existing Parking Requirements and Standards

The *San Francisco Planning Code* sets forth parking requirements for new development. The proposed Mid-Market SUD Plan would establish parking standards for development within the area. Proposed Code amendments for the SUD include reduction of parking requirements for all uses based on further study.[9]

The C-3 Districts incorporate most of the study area along the Market Street and Mission Street corridors. Under *Planning Code* Section 161(d), parking is not required for commercial uses in the C-3 District; however, there are minimum parking requirements for residential uses. The maximum accessory parking established by Section 204.5 (c) of the *Planning Code* is also estimated for commercial and residential uses.[10]

In the Project Area, required parking would range from a minimum of about 740 spaces to a maximum of 1,830 spaces.

PARKING EFFECTS

Under *California Public Resources Code* Section 21060.5, "environment" means "the physical conditions which exist within the area which will be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise, and objects of historic or aesthetic significance." Parking supply is not considered to be a part of the permanent physical environment in San Francisco. Parking conditions are not a static condition, as parking supply/demand varies from day to night, from day to day, month to month, etc. Hence, the availability of parking spaces (or lack thereof) is not a permanent physical condition, but changes over time as people change their modes and patterns of travel. Therefore, parking deficits are considered to be social effects, rather than impacts on the physical environment as defined by CEQA.

Parking deficits may be associated with secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality, or noise effects caused by congestion. However, as noted above, in the experience of San Francisco transportation planners, the absence of a ready supply of parking spaces combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and relatively dense patterns of urban development, may induce drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service, in particular, would be in keeping with the City's "Transit First" policy.

Additionally, regarding potential secondary effects, cars circling and looking for a parking space in areas of limited parking supply is typically a temporary condition, often offset by a reduction in vehicle trips due to others who are aware of constrained parking conditions in a given area. Hence, any secondary environmental impacts that may result from a shortfall in parking in the vicinity of the proposed project would likely be minor and difficult to predict.

Thus, a parking shortage is not considered to be a permanent condition and is also not considered to be a physical environmental impact even though it is understood to be an inconvenience to drivers. Therefore, the creation of or an increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant environmental effect under CEQA. In the absence of such physical environmental impacts, CEQA does not require environmental documents to proposed mitigation measures solely because a project is expected to generate parking shortfalls.

LOADING IMPACTS

Loading impacts for projects within the Project Area would be analyzed on a project-by-project basis. Each project would be expected to meet *Planning Code* requirements for required loading spaces to be provided on site. For this analysis, loading demand and requirements for the entire Project Area were calculated based on the expected gross square feet of development for each development in the Project Area and listed by block.

Loading Requirements

Loading requirements for the Mid-Market Redevelopment Plan were calculated based on the *San Francisco Planning Code,* Section 152.1 and 153(1). Development in the Project Area would be required to provide 28 new off-street loading spaces. Note that this figure is based on program level data and that the actual loading requirements for each project could vary.

Loading Demand

Loading demand was calculated based on the methodology and assumptions in the *San Francisco Guidelines*. The combined developments in the Project Area would generate a total of 500 daily truck trips, which equals a demand for approximately 30 peak hour loading spaces and about 25 average hour loading spaces. Loading demand for each project would have to be met on a project-by-project basis. Hotel developments would also have to accommodate passenger loading and unloading on site.

Since some development in the Project Area could have narrow building frontage, it is likely that passenger/freight loading would have to be accommodated on street, with a white curb. This could result in the loss of existing on-street parking in the area.

CONSTRUCTION IMPACTS

Potential construction impacts for individual developments in each Project Area due to implementing the Mid-Market Plan are not considered significant as they are temporary and of short-term duration. The City of San Francisco has established requirements and procedures for construction projects. Specific impacts for each development would be analyzed on a project-by-project basis. General construction-period improvement measures are described in Chapter V, Mitigation Measures.

NOTES — Transportation

[1] This section is based on *Mid-Market and South of Market Redevelopment Area Transportation Study*, September 2002. This report is on file and available for public review at the Planning Department, 30 Van Ness Avenue, fourth floor.

[2] Pittman & Associates conducted field surveys of off-street parking inventory and occupancy on Thursday, June 28, 2001 between 1:00 and 3:00 PM. The area surveyed was bounded on the south by Market Street, on the east by Stockton Street, on the west by Van Ness Avenue, and on the north by the triangular blocks generally extending to McAllister Street and O'Farrell Street, as shown in Figure 3, Off-Street Parking Conditions, in the Transportation Report.

[3] Wilbur Smith Associates, *South of Market Parking Study, Phase I, Existing and Future Parking Supply and Demand*, Final Report, August 21, 2000. Wilbur Smith Associates conducted off-street parking surveys in September 1999 during the midday period of noon to 1:00 PM.

[4] The maximum, optimal operational capacity of self-park garage facilities is 90 percent, although operational capacities of up to 95 percent are often utilized for valet parked facilities. Above a 90 percent occupancy, parkers and lot attendants experience increased time delays to locate available parking, increased conflicts among vehicles entering and exiting spaces, and extended exit and entry queues.

[5] City and County of San Francisco, Planning Department, *Interim Guidelines for Environmental Review: Transportation Impacts (San Francisco Guidelines),* January 2000. Person trips were estimated based on the trip generation rates contained in these *Guidelines.*

[6] Ibid.

[7] Ibid.

[8] Parking turn-over rate refers to the number of vehicles using a given space or facility each day or during a specified time period.

[9] San Francisco Redevelopment Agency Mid-Market Amendments to the *Planning Code*, March 14, 2001.

[10] In the C-3 District, maximum accessory parking is calculated at seven percent of the gross square feet of development, assuming 215 sq. ft. per parking space, or 15 total spaces, whichever is greater. For residential uses in the C-3 District and in non-C-3 Districts, accessory parking is calculated at 150 percent of the minimum number of spaces required by the Planning Code Section 204.5(c).

H. AIR QUALITY

ENVIRONMENTAL SETTING

APPLICABLE PLANS AND REGULATIONS

Ambient Air Quality Standards

Federal, state, and local laws and regulations form the foundation for controlling air pollution. The federal *Clean Air Act,* including amendments of 1990, and the *California Clean Air Act of 1988* specify that federal and state regulatory agencies set upper limits on the airborne concentrations of six criteria air pollutants. National Ambient Air Quality Standards exist for ozone, carbon monoxide (CO), nitrogen dioxide (NO_2), sulfur dioxide (SO_2), particulate matter, and lead.[1] Reactive organic gases (ROG) and oxides of nitrogen (NO_x) are also regulated as precursor contaminants that react in the atmosphere to form ozone, and particulate matter is regulated as inhalable particulate matter ten microns or smaller in diameter (PM_{10}).

Federal and state standards for these pollutants are upper limits designed to protect all segments of the population including those most susceptible to the pollutants' adverse effects (e.g., children, the elderly, people weak from illness or disease, or persons doing heavy work or exercise).

Air Quality Management Plans

The federal *Clean Air Act*, as amended, and the *California Clean Air Act* provide the legal framework for attaining and maintaining the ambient air quality standards. Both the federal and state acts require that the California Air Resources Board designate as "nonattainment areas" portions of the state where federal or state ambient air quality standards are not met. Where a pollutant exceeds standards, air quality management plans must be formulated that demonstrate how the standards will be achieved. These laws also provide the basis for the implementing agencies to develop mobile and stationary source performance standards.

BAAQMD is primarily responsible for planning, implementing, and enforcing the federal and state ambient standards in the Bay Area. EPA approval of the *1982 Bay Area Air Quality Plan* (referred to as the *1982 Plan),* which indicates how the BAAQMD will implement federal air quality requirements, resulted in the *1982 Plan* being incorporated into the *State Implementation Plan.* The region's *State Implementation Plan* is a compilation of plan components and air pollution control regulations that when taken together are designed to enable the region to attain and maintain the federal standards. Along with the BAAQMD, the Metropolitan Transportation Commission (MTC) and the Association of Bay Area Governments also contribute to the *State Implementation Plan.* The BAAQMD updated the *1982 Plan* and adopted the *Bay Area '91 Clean Air Plan* to implement the requirements of the *California Clean Air Act of 1988.* As required by the *California Clean Air Act* and subsequent 1992 amendments, the BAAQMD also prepared the *1994 Clean Air Plan Update*, the *Bay Area '97 Clean Air Plan*, and the *Bay Area 2000 Clean Air Plan.* The state ozone standard and the state PM_{10} standard are exceeded (violated) in the region. To meet the state ozone standard, the BAAQMD adopted the *2000 Clean Air Plan* on December 20, 2000 and submitted it to the California Air Resources Board (ARB) as required by the *California Clean Air Act.* The *2000 Clean Air Plan* includes a control strategy review to ensure that the plan continues to include "all feasible measures" to reduce ozone. No state plan is required to meet state PM_{10} measures.

In 1998, the Bay Area was redesignated as nonattainment for the federal ozone standards. Under the EPA's direction, the BAAQMD prepared and submitted the *Bay Area Ozone Attainment Plan* in June 1999 (referred to as the *1999 Plan*) as a revision to the *State Implementation Plan.* This attainment plan was partially rejected by EPA. The parts of the *1999 Plan* that were disapproved include ozone attainment assessment, consistency of regional transportation plans and programs with air quality attainment plans, and the Reasonably Available Control Measure demonstration. In response to EPA's disapproval of the *1999 Plan*, a *Bay Area 2001 Ozone Attainment Plan* (Final Plan) was prepared in June 2001 by the BAAQMD, MTC, and the Association of Bay Area Governments. This Final Plan was initially rejected by the California ARB prior to its submittal to the EPA. Addenda to this plan were presented to the California ARB in October 2001, approved, and submitted to the EPA for approval of the Final Plan.

The State Implementation Plan measures for reducing emissions of reactive organic compounds and nitrogen oxides affect all source categories. Emissions limitations are imposed upon sources of air pollutants by rules and regulations promulgated by the federal, state, or local agencies. Mobile sources of air pollutants are largely controlled by federal and state agencies through emission performance standards and fuel formulation requirements. The BAAQMD regulates stationary sources through its permitting and compliance programs. The BAAQMD is responsible for implementing stationary source performance standards and other requirements of federal and state laws.

Local environmental plans and policies also recognize community goals for air quality. The *San Francisco General Plan* includes the 1997 Air Quality Element.[2] The objectives specified by the City include the following:

- Objective 2: Reduce mobile sources of air pollution through implementation of the Transportation Element of the *General Plan.*
- Objective 3: Decrease the air quality impacts of development by coordination of land use and transportation decisions.
- Objective 5: Minimize particulate matter emissions from road and construction sites.
- Objective 6: Link the positive effects of energy conservation and waste management to emission reductions.

AIR QUALITY CONDITIONS

Climate

The San Francisco Bay Area's regional meteorological conditions are cool and dry in the summers and mild and moderately wet in the winters. A daytime sea breeze provides fresh air to the Bay Area, but also tends to cause temperature inversions by positioning cool surface air underneath warmer upper-air. The inversions limit vertical motion of pollution and cause pollution potential to be the highest in the sheltered valleys throughout the region and in the subregions that are not directly affected by the marine air entering through the Golden Gate.[3]

Regional and Local Air Quality

The nine-county San Francisco Bay Area Air Basin has a history of recorded violations of federal and state ambient air quality standards for ozone, carbon monoxide, and inhalable particulate matter. Since the early 1970s, the Bay Area has made progress toward controlling these pollutants. The progress has led the area to attaining all state and federal standards except those for ozone and PM_{10}. The Bay Area is an ozone nonattainment area for state and federal purposes. Although the Bay Area does not meet the state standard for PM_{10}, it meets the federal standard.

The BAAQMD operates air quality monitoring stations in San Francisco at 10 Arkansas Street (at the foot of Potrero Hill) and at 939 Ellis Street (near the Civic Center). Either location would probably be representative of conditions in the project vicinity; however, the Ellis Street station monitors only carbon monoxide. Peak carbon monoxide concentrations observed at the Ellis Street station tend to be higher than those observed at Arkansas Street. Because the Project Area is located both within and/or close to the downtown area, carbon monoxide concentrations would also tend to be higher than those observed at the Arkansas Street station. Ozone and particulate matter data at the Arkansas Street station show the following:

- During the period of 1999 through 2001, the state 1-hour ozone standard and the federal 1-hour and 8-hour ozone standards were not exceeded (violated) on any day at the Arkansas Street station.
- During the period of 1999 through 2001 at the Arkansas Street station, the state 24-hour PM_{10} standard was exceeded in no more than 10 percent of the samples per year, the federal 24-hour standard was not exceeded at all, and the state and federal annual standards were not exceeded at all. The federal standards were not exceeded in the district.

The regional and local air quality data show that the region has made considerable progress toward meeting the state and federal standards. At this time, the region does not meet ozone standards, and violations of the state and federal standards for ozone continue to persist. Pollutants tend to be carried away from San Francisco into the more sheltered areas of the region and cause violations of the standards there. In this manner, regional benefits would occur with efforts to control San Francisco's emissions.

The emission sources that currently exist in the Project Area are traffic-related; most notable are the heavy volumes of traffic along Market Street, Mission Street, Fifth Street, Sixth Street, and Seventh Street. Emissions due to traffic congestion dominate the localized air quality in the vicinity of the Project Area. The existing Project Area is a mix of uses and small stationary sources of air pollutants from office and commercial activity in the Project Area constitute minor sources (e.g., water heaters, ventilation equipment, etc.).

IMPACTS

SIGNIFICANCE CRITERIA

A project would have a significant effect on the environment with respect to air quality if it would violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation, expose sensitive receptors to substantial pollutant concentrations, or permeate the project area and vicinity with objectionable odors. To evaluate regional criteria pollutants using a plan-level analysis, in accordance with the *BAAQMD CEQA Guidelines,* plans would have a less-than-significant impact if the following can be demonstrated over the planning period:[4]

- Population growth for the jurisdiction will not exceed the values included in the current *Clean Air Plan;*
- The rate of increase in vehicle miles traveled for the jurisdiction is equal to or lower than the rate of increase in population; and
- The plan is consistent with the *Clean Air Plan* Transportation Control Measures (TCMs).

For localized air quality (i.e., CO “hot spots” related to congested traffic intersections), a plan would have a significant impact if it would cause localized concentrations above the State ambient air quality standards.

METHODOLOGY

To perform a plan-level analysis, the population estimates for the Project Area were compared to the population assumptions in the *1997 Clean Air Plan*[5] (the *1997 Clean Air Plan* population assumptions are based on ABAG *Projections 2000*). The population assumptions are based on the San Francisco cumulative growth scenario[6].

Carbon monoxide concentrations near congested intersections are analyzed using Caltrans' CALINE4 program and the CO Protocol from the Institute of Transportation Studies. This guidance is used to evaluate "worst-case" air quality conditions at the most heavily-impacted intersections.[7,8] As recommended by the *BAAQMD CEQA Guidelines,* conservative conditions are considered by placing receptors in locations that yield maximum exposure (at the sidewalk corners) and by assuming a stable atmosphere where dispersion of CO in the vicinity of the intersection would be minimal.

REDEVELOPMENT PLAN EFFECTS

To perform a plan-level analysis, the population estimates were compared to the population assumptions in the *1997 Clean Air Plan.* The Redevelopment Plan population assumptions are based on the San Francisco cumulative growth scenario of one percent from 2000 to 2020 (based on ABAG *Projections 2000*) while the *1997 Clean Air Plan* population growth assumption is 1.1 percent for the region. Therefore, population growth for the region will most likely not exceed the values included in the current *Clean Air Plan.*

Future vehicle trips were based on data from the San Francisco Transportation Authority's citywide travel forecasting model. Inherent in this model, increases in vehicle miles traveled are estimated to be lower in the future than the rate of increase in population for the City of San Francisco because of patterns of non-private vehicle travel in San Francisco. This is consistent with the current *1997 Clean Air Plan* population and growth assumptions for vehicle-miles traveled, and shows consistency of the Redevelopment Plan with the *San Francisco General Plan* and the *1997 Clean Air Plan.*

In addition, the *San Francisco General Plan* is consistent with the current *Clean Air Plan* because it has adopted and implemented the *1997 Clean Air Plan* Transportation Control Measures into the *General Plan's* Transportation Element. The Redevelopment Plan would be consistent with the *General Plan* policies regarding Transportation Control Measures and would therefore be consistent with the *1997 Clean Air Plan* Transportation Control Measures.

Localized Impacts

In addition to the regional contribution to the total pollution burden, traffic due to implementing the Redevelopment Plan could result in localized "hot spots" or areas with relatively high concentrations of CO emissions around stagnation points such as major intersections and heavily traveled and congested roadways. Plan-related traffic could add more cars to area roadways, and cause existing non-project traffic to travel at slower, less pollution-efficient travel speeds.

The BAAQMD recommends that a micro-scale air quality impact analysis be performed if any of the following three criteria are met:[9]

- Daily project-related CO emissions caused by the project are greater than 550 pounds per day;
- Project traffic would impact an intersection or roadway link operating at, or cause one to operate at a Level of Service (LOS) D, E, or F during critical periods of minimum atmospheric dispersion; or
- Project-related traffic increases would be 100 vehicles per hour or more on any roadway link, or project-related traffic would cause a 10 percent or greater increase in volume on that link.

The CALINE4 model is used to estimate CO concentrations for each of the intersections that operate at an LOS D or worse (see Section III.G, Transportation) under existing conditions, existing-plus-project conditions, and future year 2020 cumulative conditions. Tables 20 and 21 show that congestion at these intersections would generate maximum roadside concentrations of approximately 8.5 parts per million of CO on a one-hour basis and 5.9 parts per million of CO on an eight-hour basis. These concentrations would not violate state or federal CO standards, and thus would not be considered significant.

Construction Impacts

Demolition and construction activities can generate emissions that impact air quality. Of concern are PM_{10} emissions. The analysis of project construction impacts follows BAAQMD recommendations in focusing effort on the development of effective and comprehensive PM_{10}

TABLE 20
SUMMARY OF LOCALIZED CO ANALYSIS (1-HOUR)

	1-Hour CO Concentrations (ppm)			
Intersection	**Existing 2001 No Project**	**Existing 2001 with Project**	**Future 2020 No Project**	**Future 2020 with Project**
Fifth/Mission Streets	6.3	6.4	5.5	5.5
Harrison/Essex Streets	6.8	6.8	5.7	5.3
Fourth/Harrison Streets	8.5	8.5	6.7	6.7
Seventh/Harrison Streets	7.9	8.2	6.3	6.2
Fifth/Bryant Streets	6.1	6.1	5.3	5.3
Sixth/Brannan Streets	7.5	7.7	7.8	7.8
1-Hour Ambient Air Quality Standard	20.0	20.0	20.0	20.0

Notes: ppm= parts per million. Concentrations are based on CALINE4 outputs which are adjusted with anticipated background CO concentrations of 4.0 ppm (1-hr) and 2.8 ppm (8-hr).

Source: EIP Associates, 2001.

TABLE 21
SUMMARY OF LOCALIZED CO ANALYSIS (8-HOUR)

	8-Hour CO Concentrations (ppm)			
Intersection	**Existing 2001 No Project**	**Existing 2001 with Project**	**Future 2020 No Project**	**Future 2020 with Project**
Fifth/Mission Streets	4.4	4.5	3.9	3.8
Harrison/Essex Streets	4.8	4.8	4.0	3.7
Fourth/Harrison Streets	5.9	5.9	4.7	4.7
Seventh/Harrison Streets	5.5	5.7	4.4	4.3
Fifth/Bryant Streets	4.3	4.3	3.7	3.7
Sixth/Brannan Streets	5.2	5.4	5.4	5.4
8-Hour Ambient Air Quality Standard	9.0	9.0	9.0	9.0

Notes: ppm= parts per million. Concentrations are based on CALINE4 outputs that are adjusted with anticipated background CO concentrations of 4.0 ppm (1-hr) and 2.8 ppm (8-hr).

Source: EIP Associates, 2001.

control measures rather than the detailed quantification of emissions, primarily because the mitigation measures outlined within the *BAAQMD Guidelines* would reduce temporary construction air quality impacts to insignificant levels.[10] The BAAQMD does not consider construction emissions of CO and ozone precursors significant because they have already been included in the District's regional planning inventories and are not expected to impede regional attainment or maintenance of air quality standards.

Demolition and excavation activities, construction vehicle travel on unpaved ground, and wind blowing over exposed earth surfaces would generate PM_{10}. Such emissions and the resultant ambient concentrations near construction sites would be sensitive to local meteorology and topography, to variations in soil silt and moisture content, and to the intensity of equipment use. Such emissions could be as high as 51 lbs/acre/day for each construction site.[11] These emissions could lead to violations of federal and state ambient PM_{10} standards at nearby sensitive receptors. The BAAQMD-approved program of mitigation measures would reduce PM_{10} emissions. The use of water as a dust suppressant can reduce PM_{10} emissions by as much as 90 percent when applied properly in a diligent manner. The effectiveness of the control depends on a number of factors including frequency of watering, percentage of silt, and wind speed.

Construction projects under the Redevelopment Plan would be required to follow BAAQMD approved mitigation measures. The following are construction mitigation measures from the *BAAQMD CEQA Guidelines:*

> The project sponsor shall prepare and implement a dust control plan. The plan shall be submitted to the City of San Francisco Public Works Department, which would be responsible for field verification of the plan during construction. The plan shall comply with the City grading ordinance. To reduce particulate matter emissions during construction and demolition phases, the contractor shall include in the dust control plan dust control strategies recommended by the BAAQMD. The project sponsor shall include the following measures, as appropriate, in the plans and specifications for construction contracts, and in the dust control plan.
>
> *Basic Control Measures:* to be implemented on all construction sites.
>
> - Cover all trucks hauling construction and demolition debris from the site;
> - Water all exposed or disturbed soil surfaces at least twice daily;

- Use watering to control dust generation during demolition of structures or break-up of pavement;
- Pave, apply water three times daily, or apply non-toxic soil stabilizers on all unpaved parking areas and staging areas;
- Sweep daily (with water sweepers) all paved parking areas and staging areas;
- Provide daily clean-up of mud and dirt carried onto paved streets from the site.

Enhanced Control Measures: to be implemented at construction sites greater than four acres in area.

- Enclose, cover, water twice daily or apply non-toxic soil binders to exposed stockpiles of soil, sand, etc.;
- Limit traffic speeds on unpaved roads to 15 mph;
- Install sandbags or other erosion control measures to prevent silt runoff to public roadways;
- Replant vegetation in disturbed areas as quickly as possible.

Cumulative Impacts

The San Francisco Bay Area Air Basin is a nonattainment area for ozone. Ozone is created region-wide by atmospheric chemical reactions between reactive organic gases (ROG) and oxides of nitrogen (NO_x), in the presence of ultraviolet sunlight in warm temperatures. Therefore, all regional emissions of ROG and NO_x contribute to cumulative regional increases in ozone levels. The BAAQMD's planning efforts aim to reduce ozone levels while allowing growth to occur, and the *BAAQMD CEQA Guidelines* establish the criteria for identifying significant contributions to cumulative air quality impacts, as noted above under Significance Criteria. As shown above, implementation of the Redevelopment Plan would not be expected to have any significant air quality impacts. The Redevelopment Plan would also not conflict with relevant objectives in the Air Quality Element of the *San Francisco General Plan.* Based on this information, the Redevelopment Plan would not be expected to contribute significantly to cumulative air quality impacts.

NOTES — Air Quality

[1] National Ambient Air Quality Standards have been established for criteria pollutants, named for the "criteria" documents that justified their regulation.

[2] City and County of San Francisco, Planning Department, Air Quality - An Element of the *General Plan* of the City and County of San Francisco, July 1997.

[3] BAAQMD, *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans,* April 1996, Revised December 1999, Appendix D.

[4] BAAQMD, *BAAQMD CEQA Guidelines, Assessing the Air quality Impacts of Projects and Plans,* April 1996, Revised December 1999.

[5] The *1997 Clean Air Plan* was used in this comparison since it is the latest approved *Clean Air Plan;* the *2000 Clean Air Plan* is still under review by EPA.

[6] ABAG *Projections 2000*, Pittman & Associates, 2001.

[7] California Department of Transportation, Division of New Technology and Research, CALINE4 - A Dispersion Model for Predicting Air Pollutant Concentrations Near Roadways, June 1989.

[8] Institute of Transportation Studies, University of California, Davis, Transportation Project-Level Carbon Monoxide Protocol, Revised December 1997.

[9] BAAQMD, *BAAQMD CEQA Guidelines, Assessing the Air quality Impacts of Projects and Plans,* April 1996, Revised December 1999.

[10] BAAQMD, *BAAQMD CEQA Guidelines, Assessing the Air quality Impacts of Projects and Plans,* April 1996, Revised December 1999.

[11] EIP Associates, *Mission Bay Subsequent Final Environmental Impact Report,* September 1998, Section F, Air Quality Impacts.

I. NOISE

This section describes the nature of environmental noise conditions in and around the Project Area, the applicable regulatory framework, and noise impacts, including traffic-related noise and operational noise associated with the new development.

ENVIRONMENTAL SETTING

NOISE

Sound is caused by pressure vibrations in air. The sound level is the intensity of the pressure vibrations, and it is most often measured in terms of decibels (dB).[1] Although the decibel scale describes the pure physical intensity of sound, it cannot accurately describe loudness as perceived by the human ear. Noise levels caused by traffic and other urban activities are usually considered in terms of A-weighted decibels (dBA). Generally, a difference of 3 dB is noticeable to most people and a difference of 10 dB is perceived as a doubling of loudness.

Because environmental noise fluctuates over time, statistical indicators are used to characterize the noise as it changes in time. Two of the most commonly used indicators are Leq and Ldn.[2] The equivalent energy indicator, Leq, is an indicator of cumulative noise exposure presented over a stated time period, usually one hour. The day-night average, Ldn, is a 24-hour average which accounts for the greater sensitivity of most people to nighttime noise. Community Noise Equivalent Level (CNEL) is also a 24-hour average, like Ldn, but is further weighted for sensitivity to evening noise.[3] These and other indicators are used to describe noise from different sources in different environments. For example, Ldn and CNEL are often used to describe general community noise levels, as they penalize nighttime and evening noise. The Leq over a one-hour period (Leq(h), or hourly Leq) is usually used to describe environmental noise near nonresidential sensitive receptors, because most people would not remain in these locations for more than a few hours. Noise levels from a particular source generally decline as distance to the receptor increases. Noise from a roadway is typically reduced by approximately 3 dB for each doubling of distance. Noise levels are reduced by intervening structures. Generally, a single row of buildings between the receptor and the noise source reduces the noise level by about 5 dB.[4]

REGULATORY FRAMEWORK

US Department of Housing and Urban Development (HUD)

For housing constructed with assistance from HUD, minimum noise insulation standards must be achieved (24 *Code of Federal Regulations* Part 51, Subpart B). The following exterior noise standards would be applicable to HUD projects:

- Noise levels of 65 Ldn or less are considered acceptable with no special approvals;
- Noises levels above 65 Ldn but not exceeding 75 Ldn are considered normally unacceptable. Projects in this zone require attenuation that achieves 5 to 10 decibels of noise reduction; and
- Noise levels above 75 Ldn are considered unacceptable. Projects in this zone require approval of proposed attenuation measures that may come from either the HUD Assistant Secretary for Community Planning and Development or the City of San Francisco [24 *CFR* 51.104 (a)(2)].

HUD's regulations do not contain standards for interior noise levels. However, a goal of 45 dBA is set forth and the attenuation requirements are geared towards achieving this goal. It is assumed that with standard construction, any building will provide sufficient attenuation so that if the exterior level is 65 Ldn or less, the interior level will be 45 Ldn or less. In areas where exterior noise levels exceed 65 Ldn, the special noise attenuation required by the regulations would achieve the interior goal of 45 Ldn.

California Building Code

To protect new multi-family indoor environments, Title 24 of the *California Code of Regulations (CCR)* establishes standards governing indoor noise levels that apply to all new (post-1974) multifamily residential units (i.e., hotels, motels, apartments, condominiums, and other attached dwellings) in California.[5] The design of the residential structures is subject to an acoustical analysis when located in an area where the exterior day/night noise average (Ldn) exceeds 60 dBA. The design must be capable of attenuating exterior noise to a maximum Ldn noise level of 45 dBA in any habitable room. This code is enforced by San Francisco's Department of Building Inspection during review of building permits.

San Francisco Noise Ordinance

The *San Francisco Noise Ordinance* (Article 29, *San Francisco Police Code*) regulates both construction noise and fixed-source noise. Noise from motor vehicles operating on public highways is regulated by California State Law and the *California Vehicle Code.* While unnecessary, excessive, or offensive noise limits are imposed to protect all people in an area, nuisance noise is generally limited by the *Noise Ordinance* to within 5 dBA of ambient conditions.

San Francisco General Plan - Environmental Protection Element

The *San Francisco General Plan* outlines the policies, programs, and guidelines the City will follow to control noise. The Environmental Protection Element includes a section on Transportation Noise, as this is the major source of noise in San Francisco's urban setting. The Transportation Noise section contains objectives to reduce transportation noise and to promote land uses that are compatible with the existing noise environment. The Element includes a Land Use Compatibility Chart that suggests "satisfactory" exterior noise levels for various land uses. The maximum exterior Ldn considered "satisfactory, with no special noise insulation requirements" is 60 dBA for residential and lodging land uses, 65 dBA for schools and churches, and 70 dBA for office buildings. In areas where the 24-hour average noise levels exceed these values, the Environmental Protection Element suggests that a detailed analysis of noise reduction requirements be made and that noise insulation features be included in the design of new development. New residential uses are discouraged in the Noise Element in areas with exterior Ldn values above 65 dBA unless noise insulation is included. The building code requirements in Title 24 would define the extent of insulation necessary.

NOISE SENSITIVE USES

Residential and lodging uses distributed throughout the Project Area are considered to be more sensitive to higher noise levels than commercial, office, entertainment, and industrial uses.

Existing residential uses in the area are entirely multi-family and generally dwelling units are located at least one level above street level. Lodging uses include full-service, hotels, motor inns, and single-room-occupancies

EXISTING NOISE CONDITIONS

The major noise source in San Francisco is transportation noise. Underground BART and MUNI Metro trains below Market Street create street level noise through vents. No airports are located within five miles of the Project Area.

EIP conducted a noise monitoring program of existing noise levels sensitive receptors in the Project Area and vicinity,[6] and reviewed noise measurements from previous studies in the Project Area. At each of the monitoring locations, traffic noise dominated the existing daytime noise environment. Table 22 shows ambient noise levels for the measurement locations.

Table 22
SHORT-TERM NOISE MEASUREMENTS

Location	Type	Location of Monitor	Peak L_{eq}[1] (dBA)	L_{dn} (dBA)
Tenth/Market Streets	20-min (1)	West side of Tenth Street	69.8	
Tenth/Mission Streets		At intersection	68.2	
Seventh/Stevenson Streets		At intersection	69.6	
Seventh/Mission Streets		At intersection	68.6	
Market/Eighth Street (at Ramada Hotel)	24-hour*	Second floor	71.0	74.3
Grove St. (Performing Arts Garage)	15-min	North side of Grove Street	74.0	

Note:
[1] Peak hour noise levels reported in San Francisco Federal Building EIS/EIR, April 1996.
Source: EIP Associates.

Traffic Noise Analyses

For the Environmental Protection Element of the *San Francisco General Plan,* the noise environment was mapped, and the Mid-Market area was shown to have background noise levels above 65 Ldn. Along all major streets in the Project Area, noise levels were mapped in the range of 66 to 75 Ldn. Noise levels on the streets North of Market were mapped at 70 Ldn, as were noise levels on Fifth and Seventh Streets. Noise levels on Market Street and on all other streets South of Market were shown to be 75 Ldn.[7] Noise level monitoring for this EIR confirm that the range of noise levels documented in the *General Plan*.

IMPACTS

SIGNIFICANCE STANDARDS CRITERIA

The *San Francisco Noise Ordinance* and the Environmental Protection Element Transportation Noise section, provides guidance in evaluating noise effects from the Redevelopment Plan and provides specific legislated criteria for acceptable noise levels, however, the criteria are not adopted CEQA significance thresholds. Noise effects would be significant if the project would:

- Increase substantially the ambient noise levels for adjoining areas;
- Violate Title 24 Noise Insulation Standards, if applicable;
- Be substantially impacted by existing noise levels.

METHODOLOGY

Noise from motor vehicle traffic traveling throughout the Project Area is modeled using the Federal Highway Administration's Highway Traffic Noise Prediction Model (FHWA-RD-77-108). Observed noise monitoring data and traffic counts are used to calibrate the model. The traffic volumes due to the proposed development and cumulative development are then input to the model to predict future noise levels that would occur.

PROJECT EFFECTS

Construction Noise Impacts

Noise impacts related to construction activities resulting from implementing the Redevelopment Plan would have a short-term effect at each building location. For each location, on-site demolition, excavation, and construction would require use of heavy equipment, including trucks, graders, loaders, excavators, and cranes. Pile driving could be necessary to install foundation supports for specific projects due to Redevelopment Plan implementation. In all cases, construction noise would fluctuate depending upon the construction phase, equipment type and duration, and the location of on-site operations in relation to existing structures.

In addition to noise from the construction sites, construction activities would cause increased traffic noise along access routes to the development sites. Heavy trucks would bring excavated materials, equipment, and building materials to and from each site. It is anticipated that the major pieces of equipment would be moved onto the site once during each construction phase and would cause an insignificant short-term effect on ambient noise levels.

Construction activities in the Project Area would be conducted in compliance with the *San Francisco Noise Ordinance* (Article 29, *San Francisco Police Code).* The ordinance requires that noise levels from individual pieces of construction equipment other than impact tools not exceed 80 dBA at a distance of 100 feet from the source. Impact tools, such as jackhammers and impact wrenches, must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the *Noise Ordinance* prohibits construction work between 8:00 p.m. and 7:00 a.m., if noise would exceed the ambient noise level by 5 dBA at the project property line, unless a special permit is authorized by the Director of Public Works. Project demolition and construction resulting from implementing the Redevelopment Plan must comply with the *Noise Ordinance.* Compliance with the *Noise Ordinance* would reduce any impacts to a less-than-significant level.

Stationary Source Noise Impacts

New development resulting from implementing the Redevelopment Plan may introduce a variety of stationary sources of noise, including electrical and mechanical air conditioning equipment, most of which would be located on rooftops. Although noise levels from equipment sources may be annoying in a quiet environment, existing ambient noise conditions within the Project Area would generally mask noise from on-site equipment. Noise levels from operation of equipment would result in an increase of ambient noise levels that would be less than significant.

Traffic Noise Impacts

Traffic increases associated with the potential development resulting from implementing the Redevelopment Plan and with cumulative development would cause increased traffic noise increases throughout the Project Area. Three scenarios of weekday peak p.m. traffic conditions are used to estimate traffic noise levels associated with the potential development. Traffic for the baseline conditions, baseline conditions plus full buildout of the proposed project, and future cumulative conditions for year 2020 are used with the observed noise levels to predict future noise levels. Baseline Ldn values in Table 22 (p. 148) are lower than the observed Leq values in Table 23 because Table 23 considers the 24-hour day-night activities where Table 22 shows daytime noise levels. Development resulting from the Redevelopment Plan would not create a significant increase in noise levels in the Project Area, because the noise levels would not increase above 1 dBA. The *San Francisco Noise Ordinance* states, nuisance noise is generally limited by the *Noise Ordinance* to increases of 5 dBA above ambient conditions.

Existing Sensitive Receptors

Residential uses are the primary sensitive land use in the Project Area. Although no licensed child-care centers are located in the Project Area, six centers are located within two blocks.[8] The Project Area comprises a mix of commercial, public institutional and residential uses. The non-office upper floor uses are generally residential.

TABLE 23
PROJECT AND CUMULATIVE NOISE LEVELS FOR EXISTING AND EXISTING-WITH-PROJECT TRAFFIC VOLUMES

	Ldn at 50 feet (dBA)				
Location	**Existing**	**Existing + Plan**	**Project Increase**	**Future + Plan**	**Project Increase**
Market/Fourth	65.4	65.4	0	66.2	0.8
Market/Fifth	65.9	66.0	0.1	66.6	0.7
Market/Ninth	68.7	68.9	0.2	69.4	0.7
Market/Tenth	67.9	68.0	0.1	68.4	0.5
Market/Van Ness	69.1	69.2	0.1	69.5	0.4
Mission/Fifth	67.4	67.6	0.2	68.1	0.7
Mission/Sixth	67.6	68.2	0.6	68.6	1.0
Turk/Taylor	64.4	64.6	0.2	65.0	0.6
Golden Gate/Jones	63.9	64.2	0.3	64.6	0.7

Source: EIP Associates, 2002.

Existing traffic noise levels at most of the study locations near residential uses are high enough (above 65 dBA on the exterior of the building) for the *San Francisco General Plan* Environmental Protection Element to discourage new residential developments unless substantial noise reduction features are included. Newer residential buildings are required to meet interior noise standards in Title 24 of the *California Code of Regulation*s and therefore, would include adequate noise insulation.

The future ambient exterior noise levels with plan-related traffic noise would range from about 65 dBA to 75 dBA Ldn. The interior noise levels would be about 15 dBA less than exterior levels with windows open and 25 dBA less with windows closed. The exterior noise levels could be annoying to some residents along relatively noisy streets within the Project Area; the level of annoyance would depend on a number of factors, including whether or not the buildings in the affected residential areas contain sufficient noise insulation. While exterior noise levels may increase and result in associated interior noise level increase, these increases would not be of the magnitude to substantially alter the exterior noise environment and would not cause a significant impact.

Future Sensitive Receptors

Housing or hotels developed in the Project Area would be required by Title 24 to provide an interior environment with noise levels below 45 dBA (Ldn). Therefore, noise increases at the potential housing and hotel locations would not be a significant impact. However, implementation of the Mid-Market Plan could result in new or expanded entertainment uses in proximity to new residential buildings. Entertainment activities, such as nightclubs or theaters, could result in noise disturbance from music, sidewalk crowds or vehicles during evening or night-time periods. While those noise conditions may disturb residents occupying new buildings in the vicinity, noise effects would be limited by the noise insulation requirements for new residential construction, project review requirements for entertainment uses in the Project Area, and enforcement of the San Francisco Noise Ordinance. These noise conditions would not be considered a significant adverse impact.

Cumulative Traffic Noise

The ambient noise levels at all locations in the Project Area would increase as a result of traffic generated by cumulative development. Table 23 summarizes the modeled noise levels from existing, cumulative, and cumulative-plus-project traffic at nine analysis locations. The cumulative traffic analysis includes PM peak-hour traffic hour traffic increases associated with implementing the Redevelopment Plan and other cumulative growth within San Francisco. The PM peak hour traffic values were scaled to arrive at a total 24-hour (Ldn) traffic increase.

With cumulative growth in traffic (including the project) in 2020, 24-hour traffic noise levels would increase. The intersection of Sixth and Mission Streets would experience an increase of 1 dBA in the future plus project analysis. As stated previously, according to the *San Francisco Noise Ordinance*, nuisance noise is generally limited to within 5 dBA of ambient conditions. Therefore, noise from cumulative traffic increases along major streets within the Project Area would not be noticeable, and would not be a significant effect.

NOTES — Noise

[1] A decibel (dB) is the standard unit of sound amplitude, or loudness; decibels are measured on a logarithmic scale, similar to the scale used to measure earthquake intensity. A logarithmic scale is a non-linear scale; for decibels, each increase in 10 dB multiplies the previous value by 10. For example, 50 dBA is 10 times louder than 40 dBA, while 60 dBA is 100 times louder than 40 dBA.

[2] Leq, the equivalent steady-state sound level, is the average acoustic energy content of noise for a stated period of time. The Leq of two different time-varying noise events are the same if the events deliver the same acoustic energy to the ear during exposure, no matter what time of the day or night they occur, unlike some other measurements that adjust for differences in noise sensitivity at night.

Ldn is a day-night average noise level, a 24-hour average Leq; it takes into account the greater sensitivity of persons to nighttime noise and adds 10 dBA to the noise level added during the hours of 10:00 p.m. to 7:00 a.m.

[3] CNEL is a community noise equivalent level 24-hour average noise similar to Ldn but with an additional 5 dBA added during the hours of 7:00 p.m. to 10:00 p.m. to account for sensitivity to nighttime noise.

[4] Federal Transit Administration, Transit Noise and Vibration Impact Assessment, DOT-T-95-16, April 1995, Table 6-10. The shielding effectiveness of a row of buildings assumes that any gaps in the row of buildings are less than one-third of the length of the row.

[5] *Uniform Building Code* and *California Code of Regulations,* Title 24, Part 2 - a portion of the "California Building Standards Code."

[6] Nale, Clifford, Senior Environmental Engineer, EIP Associates, field tests, November 11, 2001.

[7] City and County of San Francisco Planning Department, Environmental Protection - an Element of the *General Plan*, 1974.

[8] State of California, Department of Social Services, Community Care Licensing Division, Licensing Information System, Directory Report for San Francisco, January 2002.

J. HAZARDOUS MATERIALS

This section provides an overview of the potential presence of hazardous substances within the Project Area. Hazardous substances are generally considered to be materials with certain chemical and physical properties that pose a substantial present or future hazard to human health or the environment when improperly handled, stored, disposed or otherwise managed; they are commonly used in commercial, agricultural, and industrial applications as well as to a limited extent in residential areas. If improperly handled, they can result in public health hazards through contamination of soil or groundwater or through airborne releases as vapor, fumes or dust. The potential for accidental or unauthorized releases of hazardous materials can also pose a public health concern. In general, discarded or inherently waste-like hazardous substances are referred to as hazardous waste.

The presence of hazardous substances could pose restrictions on the types of land use that would be appropriate for development or would require remediation. If soil or groundwater contamination has occurred at a site, hazardous substances in the soil or groundwater could pose a health concern to construction workers and the public during construction. They could also pose health concerns to future occupants of the property if left in place.

ENVIRONMENTAL SETTING

HAZARDOUS MATERIALS REGULATION

Hazardous material and hazardous wastes, collectively referred to as hazardous substances, are defined in Title 22 of the *California Code of Regulations* (CCR), Sections 66260 through 66261.10. As defined in Title 22 of the CCR, hazardous substances are grouped into four general categories based on their properties. They can be classified as one or more of the following: toxic (causes human health effects), ignitable (has the ability to burn), corrosive (causes severe burns or damages materials), or reactive (causes explosions or generates toxic gases). Federal regulations regarding the classification of hazardous wastes are contained in Title 40 of the *Code of Federal Regulations* (CFR), Part 264. They are similar to the California regulations. However, the California regulations are generally more stringent.

Hazardous substances are regulated by federal, state, regional and local regulations, with the objective of protecting public health and the environment. In general, these regulations provide definitions of hazardous substances; establish reporting requirements; set guidelines for handling, storage, transport, remediation and disposal of hazardous wastes; and require health and safety provisions for both workers and the public. Regulatory agencies also maintain lists, or databases, of sites that are classified as hazardous waste generators or that store hazardous substances in underground storage tanks as well as sites where soil or groundwater quality may have been affected by hazardous substances.

The major agencies enforcing these regulations include: the US Environmental Protection Agency (federal); the Department of Toxic Substances Control and the California Regional Water Quality Control Boards of the California Environmental Protection Agency (state); the Bay Area Air Quality Management District (regional); the San Francisco Public Health Agency (local); and the San Francisco Fire Department (local). Workplace safety regulations are enforced by the Federal Occupational Health and Safety Administration (federal) and the California Occupational Health and Safety Administration (state).

ENVIRONMENTAL DATABASE REVIEW

Government agency environmental databases were searched by Environmental Data Resources, Inc. (EDR). Databases were searched for sites inside the Project Area and within 0.25 miles of the Project Area. Thirty-seven databases were searched, including federal, state, and proprietary private databases. No sites were found within the geographical search area in 17 of the databases. A total of 583 mappable listings (within 0.25 miles of the Project Area) were found on at least one of the other 20 databases and a total of 214 unmappable "orphan" listings, for which insufficient information was listed to permit accurate determination of whether the site was within the search area, were found for the City of San Francisco. Notably, the mappable listings were distributed fairly evenly throughout the Project Area and the surrounding 0.25-mile survey distance. No part of the Project Area appears likely to be more than approximately one-half a block from at least one mappable site, and most parts of the Project Area are within a block of multiple mappable sites. Initial file review information indicates that of the 583 mapped listings, 66 mappable sites are within or on the border of the Project Area.

Not all mappable sites represent a high probability of having caused environmental contamination that could affect development of nearby properties or represent a land use with a high probability of limiting the land use of nearly parcels. Of the 66 sites that appear to be in or nearest to the Project Area, 29 are not likely to have a substantial impact on future projects, because they fall in one or more of the following categories:

- Asbestos removal or other building-rehabilitation sites where work appears to be complete;
- Photo processing centers disposing of less than 1,000 pounds of chemicals at a time;
- Resource Conservation and Recovery Act (RCRA) small-quantity generators with no violations found;
- Sites only recorded because of disposal of empty containers of 30 gallons or larger; and
- Minor street cleanup site.

The remaining 37 sites are a mixture of:

- Current and former fuel spill and RCRA-violation sites;
- Active (in-use) fuel underground storage tank (UST) sites;
- Waste-oil and other organic waste producers;
- Photographic processors that have disposed of larger quantities of waste;
- Solvent users;
- A facility operated by U.S. Environmental Protection Agency (EPA) at 1235 Mission Street with a license from the Nuclear Regulatory Commission (NRC) to store radioactive material; and
- A former manufactured-gas plant site on Stevenson Street, between Fifth and Sixth Streets.

Closed fuel-spill sites have been retained in this list. Because these fuel spill sites could contain residual contamination, they should be investigated more if new development were prepared at such a site, to confirm that the closure activities were adequate. The database review indicates that the manufactured-gas plant site has undergone a preliminary environmental assessment and that no further action is planned. However, the status of this facility should be further investigated before any project is undertaken nearby due to the nature of historic operations at this site. The investigations of at least one of these sites at the under-construction General Services Administration federal office building at Seventh and Mission Streets, detected groundwater and soil contamination with petroleum hydrocarbons and chlorinated solvents. (The detection of chemicals in groundwater at one site does not necessarily establish the origin or extent of the chemicals or contamination.)

In addition to mappable sites in and near the Project Area, the database review identified a number of sites within 0.25 miles north and west of the Project Area that appear to have the potential to be sources of groundwater and soil contamination, based on general experience with such facilities. Groundwater contamination originating in that area could move downgradient toward the Project Area and possibly affect development there. Examples of such facilities noted upgradient of the Project Area include, but are not limited to:

- Dry cleaners
- Public garages (where fuel may be stored)
- Auto body and paint shops
- Auto service shops
- Printer shops

While many and possibly all of these sites may not be sources of groundwater and soil contamination, the number of such facilities in that area increases the probability that at least one of them might affect the Project Area.

HAZARDOUS BUILDING MATERIALS

Some building materials commonly used in older buildings could present a public health risk if disturbed during an accident or during demolition or alteration of an existing building. These materials include asbestos, older electrical equipment such as transformers and fluorescent light ballasts that contain polychlorinated biphenyls (PCBs), fluorescent lights containing mercury vapors, and lead-based paints. Asbestos and lead-based paint may also present a health risk to existing building occupants if they are in a deteriorated condition. If removed during demolition or alteration of a building, these materials would also require special removal and disposal procedures.

During the past 50 years, asbestos had been used as a common building material, including use as insulation material, shingles and siding, roofing felt, floor tiles, brake linings, and acoustical ceiling material. Asbestos is a known carcinogen, and the primary pathway of exposure is through inhalation; if asbestos is present in "friable" (easily broken apart) form, then asbestos fibers can be inhaled. Depending on the conditions of the building materials, the potential for airborne asbestos fibers may be present in many of the existing structures built prior to 1970 in the Project Area.

Polychlorinated biphenyls (PCBs) were commonly manufactured and used in the United States between 1929 and 1977 for uses such as transformers and capacitors, hydraulic equipment such as older elevators and fluorescent light ballasts. PCBs are a toxic group of substances that remain persistent in the environment, accumulate in biological systems, and can interfere with reproduction and act as an immuno-suppressant. Under the *Toxic Substances Control Act*, Congress specifically regulated the use of PCBs. The manufacture, processing, and commercial distribution or use of any PCB was prohibited in January 1978, except when contained in a totally enclosed manner. As of January 1979, the manufacture of PCBs was banned, while the distribution of PCBs in commerce was banned in July 1979. However, utilities and other owners of PCB-filled electric transformers and capacitors were allowed to maintain the equipment for its working life, if it did not leak. The EPA Spill Cleanup Policy dictates that spills of materials containing PCBs at concentrations of 50 parts per million (ppm) or greater be cleaned up within 48 hours after the spill. In response to these regulations, PG&E has replaced all capacitors throughout the City of San Francisco.

Most fluorescent light ballasts manufactured prior to 1978 contain approximately 0.5 ounces of PCBs in a relatively small capacitor.[1] Disposal of more than one pound of PCBs, or approximately 16 capacitors, to a landfill would require notification of the US EPA under the *Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA).* Ballasts manufactured after January 1, 1978 do not contain PCBs and are generally labeled as such on the ballasts.

Spent fluorescent light tubes commonly contain mercury vapors at levels high enough to be considered a hazardous waste under California law; depending on the levels of mercury present, the light tubes may also be classified as hazardous under federal law.[2] When disposed of at a municipal landfill, the mercury can leach into the soil and groundwater. Existing regulations allow a generator to dispose of up to 25 fluorescent light tubes per day at a municipal landfill if the light tubes are not considered hazardous under federal law. Hazardous waste disposal would be required for replacement of a larger quantity of existing lights or during a building demolition.

Lead-based paint was commonly used prior to 1960 and these paints are present within the City of San Francisco. Lead is toxic to humans, particularly young children, and can cause a range of human health effects depending on the level of exposure. When adhered to the surface of the material they are painted to, lead-based paint posed little health risk. Where the paint is delaminated or chipping, the paint can cause a potential threat to the health of young children or other building occupants who may ingest the paint. Lead dust could also present public health risks during demolition or alteration of a structure with lead-based paint. Lead-based paint that has separated from a structure may also contaminate nearby soil.

IMPACTS

SIGNIFICANCE CRITERIA

The Redevelopment Plan would not result in a substantial change in public health impacts associated with hazardous substances, although future development or expansion of existing businesses could increase the potential for the exposure to hazardous substances, depending on the specific location and nature of the development or expansion. Greater use of hazardous substances is generally associated with increased threats to public health or to the environment because there may be an increased potential for an accidental spill or unauthorized release of hazardous substances.

During construction in the Project Area, impacts could result from (1) demolition or alteration activities, which could expose workers or the community to hazardous building materials, (2) excavating activities, which may result in short-term exposure of workers or the community to hazardous materials in contaminated soils or groundwater, or (3) waste disposal capacity. However, development or redevelopment of older structures may result in long-term reduction of hazardous waste due to remediation and abatement activities that would be performed as a result of implementing the Redevelopment Plan.

METHODOLOGY

New land uses involving hazardous substances cannot be evaluated at this stage of planning, because specific projects have not been proposed. However, the Redevelopment Plan contemplates housing, office space, parking, institutional, retail, hotel, and theater and arts use, generally consistent with existing land use and zoning descriptions in the Project Area. Such development scenarios are unlikely to pose substantial hazardous substances issues when specific plan-related projects are proposed, in contrast to industrial uses. This does not mean that these types of land uses are not associated with hazardous substances; many hotels, offices and other similar "non-industrial" land uses in San Francisco involve at least periodic storage, use, or disposal of hazardous materials, such as cleaning materials or fuel storage for emergency generators, that subject them to regulatory oversight. The problems associated with such uses, however, are managed with routine business practices and regulatory oversight and therefore would not be considered a significant impact. In addition, hazardous substances in or near the Project Area could affect potential development due to implementing the Redevelopment Plan in three ways:

- Through past or current environmental contamination, particularly of soil or groundwater, that affects a potential project site directly, as in the case of surface soil or groundwater contamination on a project site, caused by releases across a property line from an adjacent site, that must be recognized, characterized, and, if needed, remediated before the planned project can proceed.
- Through past or current environmental contamination, particularly of soil or groundwater, that affects the project site indirectly, as in the case of groundwater contamination on a nearby site where the planned cleanup is by groundwater extraction that could lead to settlements on nearby uncontaminated properties.
- Through limitations imposed on the use of a potential project site, because of the normal use or presence of hazardous materials at a nearby site. For example, it may not be feasible or desirable to develop a sensitive use, such as a school or day-care

> center, near certain normally operating businesses that use hazardous materials, such as some chemical manufacturing facilities, even if there is no current environmental contamination, because of the risk associated with possible future accidental chemical releases or other hazardous incidents.

The EIR assesses the likelihood that existing hazardous substances in or near the Project Area could affect future plan-related projects by reviewing government agency environmental databases that list sites associated with the use or release of hazardous materials in and near the Project Area. The intention herein is to assess whether hazardous materials issues are likely to affect future projects in the area at the level of a Program EIR. Hazardous materials assessments would be performed on a site-by-site basis as subsequent projects are proposed.

OPERATIONAL IMPACTS

Existing businesses in the Project Area currently process, use or generate hazardous substances. Implementation of the Redevelopment Plan would encourage growth and expansion of existing businesses, and if any of these businesses currently generate hazardous substances, they could possibly increase production of hazardous materials and hazardous wastes. Existing and future generators of hazardous wastes or materials would be subject to the regulations as are currently in place, at a minimum. In addition, hazardous waste generators are required to consider source reduction as an option to off-site treatment or disposal of hazardous wastes in accordance with the *Hazardous Waste Source Reduction and Management Review Act of 1989.* This would reduce the quantity of hazardous materials or wastes generated at a specific site. Although the risk of upset can never be completely eliminated, future production or generation of hazardous materials would not be expected to create a public health or environmental hazard if required safety precautions are employed. Thus, this impact would be considered less than significant.

Implementation of the Redevelopment Plan would be expected to increase the number of businesses that handle, store or transport hazardous substances, and increase the potential for accidents or spills of hazardous materials would increase. An accident or spill of hazardous materials could expose workers, the public and the environment to health and safety risks. Newer types of equipment or newer facilities generally have more and improved safety features. Their improvement in safety features would likely offset any increases in accident or spill potential due to new development in the Project Area. Thus, on a plan-level evaluation, this impact would be considered less than significant; and individual projects would be subject to more regulatory review and evaluation for site-specific impacts that could warrant specific mitigation measures.

CONSTRUCTION IMPACTS

Demolition and Alteration

Demolition or alteration of existing structures or building materials associated with development related to implementing the Redevelopment Plan in the Project Area could result in exposure to hazardous building materials, such as asbestos, lead, mercury or PCBs, with associated public health concerns. The extent of any demolition or alteration activity within the Project Area is unknown at this time and would depend upon site-specific development or expansion projects that may occur. It is also unknown how extensively hazardous building materials occur within the Project Area. However, it is assumed that the proposed development would increase the potential for demolition and alteration activities within the Project Area. If demolition or alteration activities were to occur, it is likely that many of the structures to be demolished or renovated were constructed during the period when asbestos, lead and PCBs were commonly used in building materials. Fluorescent lights containing mercury vapors are still commonly used in many buildings.

Section 19827.5 of the California Health and Safety Code, adopted January 1, 1991, requires that local agencies not issue demolition or alteration permits until an applicant has demonstrated compliance with notification requirements under applicable Federal regulations regarding hazardous air pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition or abatement work.

Notification includes the names and addresses of operations and persons responsible; description and location of the structure to be demolished/altered including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition or abatement; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation for which a complaint has been received.

The local office of the State Occupational Safety and Health Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow state regulations contained in 8CCR1529 and 8CCR341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it. Pursuant to California law, the Department of Building Inspection (DBI) would not issue the required permit until the applicant has complied with the notice requirements described above.

Implementation of these regulations and procedures, already established as a part of the permit review process would reduce any potential impacts due to asbestos during demolition and construction to a level that is less than significant.

In addition, proper removal and disposal procedures are required to be followed for any PCB-containing equipment and fluorescent light tubes.

Because the extent of demolition or alteration that would occur due to the implementation of the Redevelopment Plan is unknown, and the location and quantity of hazardous building materials within the Project Area is also unknown, the specific potential for worker and public exposure to hazardous building materials cannot be precisely evaluated. Potential exposure to hazardous materials must be evaluated on a case-by-case basis as individual projects arise. Site-specific public health effects due to the exposure to hazardous building materials during demolition and alteration activities in the Project Area could potentially result in significant impacts if proper cleanup and disposal procedures are not followed.

Soil and Groundwater Contamination

Based on the nature and extent of identified hazardous waste site as well as historical and current land uses within the Project Area, the potential exists to encounter hazardous substances in the subsurface during excavation and grading activities. Plan-related construction activities at or near an identified hazardous waste site that has not yet been completely remediated would have a likelihood of encountering hazardous substances. At sites that have been remediated, regulatory agencies may have allowed residual contamination to be left in place or may have approved health-based clean-up levels that are based on current land use. Residual contamination after clean up would typically be higher for an existing industrial site than for a residential site. If hazardous substances have been left in place at a site, this may restrict the type of potential development that could occur; residential uses may not be permitted at all of these sites. Also, the hazardous substances may not pose a threat to human health or the environment if left in place but could pose a threat if contaminated materials become airborne or otherwise released during construction activities. The contaminated material may also require special handling and disposal requirements if removed from the site.

If hazardous substances were encountered during development activities, the need for further site assessment and site characterization and/or remediation would be determined on a case-by-case basis by the appropriate regulatory agency. The site investigations would then identify the nature and extent of contamination and whether or not the contaminants occur at levels considered hazardous. If regulatory threshold levels were exceeded, remediation would be required. During the site investigation, potential exposure of workers and the community to hazardous substances could occur, typically through inhalation of vapors, fumes or contaminated dust; possibly through dermal contact with contaminated materials; and possibly through direct or indirect ingestion.

At sites where there has been a release of materials from an underground storage tank (UST) or associated piping, a site investigation would be required. In accordance with the local oversight agency's guidelines, a soil and/or groundwater investigation would be required at sites where there has been a confirmed release from an underground storage tank or associated piping. The Regional Water Quality Control Board (RWQCB) has assigned oversight authority for these cases to the San Francisco Public Health Agency.

If abandoned or no longer used USTs are identified at a site proposed for development, tank closure would be conducted in accordance with the RWQCB and local City and County regulations. Reports of tank closure shall be submitted to the San Francisco Public Health Agency, the RWQCB, and the San Francisco Fire Department.

At development sites, a Phase I Environmental Site Assessment (Phase I ESA) as part of a site mitigation process, would determine whether current or past waste management practices have resulted in the release or threatened release of hazardous substances which pose a threat to public health or the environment. The Phase I ESA was designed as a standard approach for evaluating sites contaminated or potentially contaminated with hazardous substances to determine if a removal or remedial action is required to protect public health and the environment. It is the initial step in the overall site mitigation process to abate health or environmental threats posed by a site where hazardous substances have been released or have a significant potential to have been released. If removal or remedial action is required, a Phase II ESA is conducted to assess the extent of contamination followed by the implementation of a remedial action plan coordinated with the local lead regulatory agency (i.e., Department of Public Health, RWQCB, or DTSC) to eliminate the risk to human health and/or the environment.

As part of site investigation efforts, regulatory agencies would require a site safety plan to ensure safety of workers and the community. The plan would include identification of contaminants, potential hazards, personal protection clothing and devices, and emergency response procedures. If soils containing hazardous substances are remediated, the BAAQMD may impose specific requirements to protect ambient air quality from dust, lead, hydrocarbon vapors or other airborne contaminants.

If new public schools were proposed in the Project Area, a Preliminary Endangerment Assessment (PEA)[3] would be required. A PEA is conducted under the oversight of the California Environmental Protection Agency Department of Toxic Substances Control (DTSC) to fulfill the requirements of the California Department of Education (CDE) related to new school sites. The CDE requires evaluation, if applicable, of ambient air, subsurface soil, and shallow groundwater at new school sites, and further requires obtaining a "No Further Action:" designation or an "Environmental Hardship" determination from the DTSC before the CDE allocates funds to a school district for the acquisition or construction of a new school site.

The PEA includes a conservative human health risk evaluation that is intended to provide the DTSC with the information necessary to make an informed decision regarding potential risks posed by the subject property, prior to approving school construction on a site.

Construction activities in utility alignments or public right-of-ways may also encounter hazardous substances near a site where contamination extends off-site. The contamination could be encountered in soil that is excavated or in groundwater during dewatering activities. Dewatering could also draw in contaminated groundwater from nearby sites. The presence of hazardous substances would not necessarily require a site investigation, but health and safety measures to protect the workers and the public and special handling procedures for the materials produced during construction would be required.

Development in the Project Area would increase construction activities, some of which would be expected to be associated with upgrading or expanding existing buildings. Redevelopment would most likely occur on already graded land, and excavation activities could be limited in extent. Public health impacts associated with exposure to site-specific contaminated soil and groundwater during development in the Project Area would be limited by remediation procedures discussed below.

Remediation

If hazardous substances are encountered during construction activities related to implementing the Redevelopment Plan, either in subsurface soils or groundwater, the contamination must be characterized before appropriate remediation measures can be designed to mitigate potential impacts to construction workers, project employees or residents, the community or the environment. Agencies may require remediation efforts to clean up, dispose, treat, or remove from public exposure the identified contaminant. Remediation efforts could expose workers and the public to hazardous substances, primarily through inhalation of vapors, fumes or contaminated dust which could be on-site or blown off-site to the public or the environment; through dermal (skin) contact with materials that are being excavated or as they become airborne and are deposited on surrounding soil and structures; or through direct or indirect ingestion. The San Francisco Department of Public Health would require a site safety plan to ensure the safety of the workers and the community.

The extent of remediation that would be required due to redevelopment in the Project Area cannot be precisely determined. These efforts would depend upon specific development and expansion projects that may occur, whether construction activities are required especially excavation, and whether hazardous materials would be expected to be encountered during that process would require remediation. Thus, it is premature to determine the significance of potential impacts of individual development projects associated with development within the Project Area. Due to the regulatory framework cited above, on a plan-level of evaluation, the impacts associated with remediation would be considered less than significant, and site-specific impacts would need to be determined for individual development projects when, and if, they were to occur.

CUMULATIVE EFFECTS

Cumulatively, development in areas within and outside of the Project Area would potentially add opportunities for contact with new sources of hazardous substances. Most of these effects would be similar to impacts related to implementing the Mid-Market Plan and would be subject to the same mitigation measures (see Chapter IV).

However, development in the Project Area wound minimize hazardous waste generation under applicable regulatory requirements.[4] Thus, the Mid-Market Plan would not create a substantial contribution to cumulative hazardous waste generation or disposal.

NOTES – Hazardous Materials

[1] United States Environmental Protection Agency, Note to Hank Habicht re: Disposal of PCB-containing Fluorescent Light Ballasts, April 16, 1992.

[2] California Environmental Protection Agency, Department of Toxic Substances Control, Lighting Wastes, November 1992.

[3] California Environmental Protection Agency, Department of Toxic Substances Control, Preliminary Endangerment Assessment Guidance Manual, January 1994.

[4] The Pollution Prevention Act of 1990 has significantly expanded the Toxics Release Inventory (TRI). It requires collection of mandatory information on source reduction, recycling, and treatment beginning with the 1991 reporting year under Superfund Amendments and Reauthorization Act (SARA) Title III.

K. GEOLOGY, SOILS AND SEISMICITY

This section summarizes available information on general geologic, soil, and seismic conditions and considerations that apply to the Project Area, including a summary assessment of potential geologic hazards. The information in this section is general in nature and is intended to provide a basis for assessing the potential environmental impact of implementing the Mid Market Redevelopment Plan.

ENVIRONMENTAL SETTING

The Project Area is nearly flat, sloping gently east-southeast from about 50 feet above mean sea level (approximately 41.3 feet above San Francisco City Datum) near Tenth and Market Streets to about 30 feet above mean sea level (approximately 21.3 feet above San Francisco City Datum) near Fifth and Market Streets.[1]

The Project Area is on the San Francisco Peninsula, a part of the California Coast Ranges geomorphic province, which includes discontinuous northwest-trending mountain ranges, ridges, and valleys and is notable for intense and complex folding and faulting. The Project Area is underlain by artificial fill, dune sand, Bay mud, and a thick sequence of mixed deposits (sand, sandy clay, and clay) to a depth of about 150 feet below sea level. The unengineered fill and compressible Bay mud are not capable of providing reliable foundation support.[2]

GROUNDWATER

In the vicinity of the Project Area, groundwater occurs at depths shallow enough to influence excavation, construction, operation, and maintenance of buildings, subways, buried utilities, and other development projects. Reported groundwater elevations range between about 26 to 35 feet below the ground surface near the intersection of Fifth and Market Streets.

FAULTING AND SEISMICITY

The Project Area is in one of the most seismically active regions in the United States. Several strong earthquakes have affected the area within historic times. On the basis of research conducted since the 1989 Loma Prieta earthquake, the United States Geological Survey estimates there is a 70% probability of at least one moment magnitude 6.7 or greater earthquake, capable of causing widespread damage, striking the San Francisco Bay region before 2030. The earthquake may occur in any part of the region, but the Hayward Fault (10 miles east of the Project Area) and the San Francisco Peninsula segment of the San Andreas Fault (8 miles west of the Project Area) are the most likely sources (32% and 21%, respectively). Such an event is expected to cause more damage than the 1989 Loma Prieta earthquake (moment magnitude 6.9, epicenter 55 miles southeast of the Project Area).[3] The Project Area will experience earthquakes of small to moderate magnitude during the operational life of many of the proposed facilities in the area.

SEISMIC HAZARDS

Ground Rupture

There are no Alquist-Priolo Earthquake Fault Zones (formerly Alquist-Priolo Special Study Zones) in San Francisco and no known active or potentially active faults trend toward the Project Area. Consequently, the probability of surface fault rupture in the Project Area is low.[4]

Groundshaking

Earthquake-induced groundshaking is caused by seismic waves passing through rock and soil. The intensity of the groundshaking at a given site is a function of the magnitude generating earthquake, the distance of the site from the origin of the earthquake, and the type of rock and soil materials at the site. A characteristic earthquake on the San Andreas fault (moment magnitude 7.9), 8 miles west of the Project Area, or on the Hayward fault (moment magnitude 7.1), 10 miles east of the Project Area, would cause very strong groundshaking (Modified

Mercalli Intensity VIII) in the Project Area. This intensity is sufficient to cause moderate damage to unprotected structures on unengineered fill, loose dune sand or Bay mud.[5]

Liquefaction

Liquefaction is the sudden loss of strength in loose, saturated uniformly sized fine granular soil subjected to strong groundshaking by an earthquake. The potential for liquefaction is a factor of the intensity and duration of ground shaking, the soil type, its density, and its degree of saturation. The potential rises with increased intensity, duration, and saturation, and decreased density and soil strength. With the exception of the Eighth Street area, the entire Project Area is in a State of California Seismic Hazard Zone for liquefaction.[6]

Settlement

Settlement of soils is a response to consolidation, caused by the weight of overlying fill or buildings, or dynamic rearrangement of soil particles, caused by groundshaking or liquefaction. Consolidation settlement can occur in the Bay mud underlying the eastern portion of the Project Area. Dynamic settlement can occur in the unengineered fill in the western portion of the Project Area, or in the dune sand throughout the Project Area. Either type of settlement can occur differentially (i.e., at different rates) causing damage to foundations supported on the settling soils.

The Community Safety Element of the *San Francisco General Plan* addresses potential inundation hazards from water reservoir or tank failures, including those that might occur because of an earthquake. The Community Safety Element indicates that the Project Area is not subject to such hazards.

OTHER GEOLOGIC HAZARDS

In San Francisco, the potential for landslides is associated with areas that have slopes steeper than approximately five percent and that have unstable materials. The greatest potential occurs during an earthquake. The Project Area is nearly flat, with average slopes less than two percent, and it is not in a potential landslide hazard area, as mapped by the California Geological Survey.[7]

The Project Area is not in a potential inundation hazard area according to the Community Safety Element of the *San Francisco General Plan*. The Community Safety Element considers inundation hazards designated by the National Flood Insurance Program and from a water reservoir or tank failure.

Land Subsidence

Except for earthquake-related ground failures addressed above, the 1997 Community Safety Element of the San Francisco General Plan does not identify land subsidence as a geologic hazard in San Francisco.

Unreinforced Masonry Buildings

Of the building types common in San Francisco, unreinforced masonry buildings (UMBs) generally have the highest risk of damage or collapse during an earthquake, because their construction usually creates an unfavorable combination of stiffness, brittleness, and low tensile strength in key structural members.

The San Francisco Department of Building Inspection maintains a list of UMBs in the City. As of 1997, approximately 20 percent of the buildings in the Project Area (95 of 460 buildings) were listed as UMBs.

San Francisco Ordinance 225-92 requires that most UMBs that had not been structurally upgraded to then-current seismic standards prior to May 21, 1973, be structurally upgraded to meet specified seismic safety standards. Single-family homes and apartments of less than five units are exempted from the ordinance. *San Francisco Building Code* Chapter 14, Section 1404 incorporates the provisions of the ordinance.

The City's program for UMB upgrades requires that privately owned UMBs be upgraded by 2006, with phased deadlines based on how serious a hazard they pose. A City and County of

San Francisco loan program, funded by bonds approved in 1992, has been established to help UMB owners finance their upgrades.

Public policy and community impact concerns associated with the UMB upgrade program include residential-unit rent increases required to offset the cost of upgrades; and effects of upgrade work on the architectural or historical value of some UMBs. In consideration of these issues, the upgrade program incorporates different standards for upgrades done to properties that do not undergo a change of use or other substantial alteration in connection with the upgrade.

IMPACTS

SIGNIFICANCE CRITERIA

An impact that is normally considered significant would expose people or structures to major geologic/seismic hazards (landslides, subsidence, erosion, and liquefaction), change substantially the topography or any unique geologic or physical features of the site.

The Project Area is part of a fully developed urban area. Future alteration, renovation or replacement of existing structures would not change the geological, soil, or seismic environment of the area. Because of the high ratio of older buildings in the Project Area and the high probability of major earthquakes on nearby active faults, seismically upgrading existing structures, or replacing them with new structures built to San Francisco Building Code standards, would improve the anticipated overall seismic performance of the Project Area.

The Project Area is in an area of liquefaction potential, in a Seismic Hazards Zone designated by the California Geological Survey. For any development proposal in an area of liquefaction potential, the Department of Building Inspection (DBI) will, in its review of the building permit application, require the project sponsor to prepare a geotechnical report pursuant to the State Seismic Hazards Mapping Act. The report would assess the nature and severity of the hazard(s) on the site and recommend project design and construction features that would reduce the hazard(s).

To ensure compliance with all current *San Francisco Building Code* provisions regarding structural safety, when the DBI reviews the geotechnical report and building plans for a development proposal, it will determine necessary engineering and design features for the project to reduce potential damage to structures from groundshaking and liquefaction. Therefore, potential damage to structures from geologic hazards on a project site would be mitigated through the DBI requirement for a geotechnical report and review of the building permit application pursuant to its implementation of the *Building Code*.

Any groundwater encountered during construction in the Project Area would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Systems Planning, Environment and Compliance of the San Francisco Public Utilities Commission must be notified of projects necessitating dewatering, and may require water analysis before discharge. Should dewatering be necessary, the final soils report would address the potential settlement, subsidence, and potential contaminant plume migration, if any, impacts of this dewatering. Based upon this discussion, the report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Section 1701.2 of the *San Francisco Building Code*) be retained by the project sponsor to perform this monitoring.

Groundwater observation wells would be installed to monitor potential settlement, subsidence, and potential contaminant plume migration. If, in the judgment of the Special Inspector, unacceptable movement were to occur during dewatering, groundwater recharge would be used to halt this settlement. Methods to control contaminant plume migration would include, but would not be limited to, site-specific analysis and identification of contaminants and appropriate construction and wastewater discharge methods. For example, prior to dewatering, the amount of water that would need to be removed would be estimated using quantitative hydrogeologic calculations to identify appropriate dewatering methods. Selecting and implementing appropriate dewatering methods would prevent uncontrolled releases of contaminated groundwater and prevent uncontrolled alterations in the flow rate or direction of groundwater that could exacerbate existing conditions. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

Cumulative Impacts

Injury and Property Damage

Cumulatively, the Bay Area is subject to varying degrees of hazard from local geologic conditions, such as settlement, landslides, erosion, and seismic shaking. The most recognizable regional impact is earthquake damage caused by major earthquakes on the San Andreas and Hayward faults. The *San Francisco Building Code* is intended to reduce the risk of structural collapse and loss of life in new and retrofitted buildings in the City, but major damage and harm to humans could occur on a regional basis as cumulative development attracts residents and businesses to less seismically stable areas. Because new projects constructed would be built to current, safer seismic standards than were existing older structures, fewer people would be expected to be injured or killed if they were in newer structures, and less property damage would be expected as a result of cumulative development.

The Downtown Plan EIR identified, as a significant unavoidable seismic safety impact, the greater concentration of people in areas where they would be susceptible to falling objects from buildings and would create congestion which would impede access during earthquake-related emergencies.[8] This assessment reflected the concern that the rate of population increase in the Downtown would be higher than the rate of replacing non-historic unreinforced masonry buildings with modern seismically safe structures, or the seismic retrofitting of historic buildings. Because people tend to flee buildings during earthquakes, and because newer larger buildings would contain more people that did the pre-existing buildings, it was reasonable to assume there would be more people in the streets during and immediately after a major earthquake at risk of being injured by falling glass, brick or other materials from older unreinforced or unretrofitted buildings. This risk would be expected to diminish as the rate of new construction and retrofitting caught up with the rate of population increase.

To reduce seismic hazards, eighteen mitigation measures to strengthen the *Building Code* and enhance emergency preparedness and response were recommended in the Downtown Plan EIR. Since the adoption of the Downtown Plan in 1985, most of those recommendations have become law through the *San Francisco Building Code* or other policies or practices.

Incremental development has occurred in the Mid-Market area, all of which was subject to the increasingly stringent *Building Code* requirements enacted throughout the 1980s and 1990s. Development anticipated under the proposed Redevelopment Plan would be subject to *Building Code* requirements current at the time of individual project approval. Because this regulatory environment is in force throughout San Francisco, the level of risk in the Project Area would not appear substantially different from that in other areas, all of which would benefit from the more stringent seismic safety requirements. Consequently, the possibility of increased seismic hazards would be offset by laws and policies which would apply to the Project Area and maintain the degree of risk at an acceptable level.

Emergency Preparedness and Emergency Access

Beginning with its 1982 landmark study, *Earthquake Planning Scenario for a Magnitude 8.3 Earthquake on the San Andreas Fault in the San Francisco Bay Area*, the California Geological Survey has consistently assumed that "all critical facilities such as hospitals, fire and police stations, emergency communications and operation centers will require standby generating equipment and emergency fuel supplies," for as long as 72 hours following a great earthquake. Even though buildings may remain standing, lifelines (i.e., water supply, communications, electrical power, and other similar facilities) may be impaired, and, thus, medical care would be severely restricted.[9] Medical service centers may be subject to a higher incidence of injuries to elderly persons and those with mobility limitations, medical equipment or supplies may be damaged or destroyed, and building access may be blocked. In the aftermath of an earthquake, integrated emergency response plans, emergency medical and housing facilities, fire-fighting, and debris removal capabilities would be necessary in the Project Area for as long as 72 hours before outside help could be expected.[10]

Emergency access to and from the Project Area could be impaired because of debris from damaged older existing buildings. Warping and fracturing of pavement could result from liquefaction, uneven settlement, and lurching. Some of the roads probably would be passable in trucks and four-wheel drive vehicles. Severely damaged or debris-blocked roads could be made usable in a relatively short time through use of heavy equipment, if it were available locally. Because of its downtown location, the Project Area probably would not be cut off completely from emergency services, but travel over local streets could be difficult because of damage and debris.

NOTES — Geology, Soils and Seismicity

[1] United States Geological Survey, *San Francisco North Quadrangle*, California, 7.5 Minute Series (Topographic), 1956, photorevised 1968 and 1973, scale 1:24 000.

[2] Schlocker, J.C., *Geology of the San Francisco North Quadrangle, California*, United States Geological Survey, Professional Paper 782, Washington, D.C., 1974, pages 94 through 99, and plate 1, map scale 1:24 000.

[3] United States Geological Survey Fact Sheet 152-99, Online Version 1.0, *Understanding Earthquake Hazards in the San Francisco Bay Region,* at http://geopubs.wr.usgs.gov/fact-sheet/fs152-99/.

[4] Hart, E.W., and W. A. Bryant, *Fault-Rupture Hazard Zones in California, Alquist-Priolo Earthquake Fault Zoning Act with Index to Earthquake Fault Zones Maps*, California Geological Survey (formerly the Division of Mines and Geology), Special Publication 42, revised 1997, Supplements 1 and 2 added 1999, 47 pages, updated on-line July 29, 2002.

[5] Association of Bay Area Governments Web Site, *On Shaky Ground, Earthquake Hazard Map for San Francisco, Scenario: Entire San Andreas Fault System,* and *Earthquake Hazard Map for San Francisco, Scenario: North Hayward and South Hayward Segments of the Hayward-Rodgers Creek Fault System* http://www.abag.ca.gov/cgi-bin/pickmapx.pl, updated October 13, 1999.

[6] California Geological Survey, *State of California Seismic Hazard Zones, City and County of San Francisco, Official Map*, released November 17, 2001, scale 1:24,000, California Geological Survey Seismic Hazards Mapping Program web site at http://gmw.consrv.ca.gov/shmp/download/pdf/ozn_sf.pdf

[7] California Geological Survey, *State of California Seismic Hazard Zones, City and County of San Francisco, Official Map*, released November 17, 2001, scale 1:24,000, California Geological Survey Seismic Hazards Mapping Program web site at http://gmw.consrv.ca.gov/shmp/download/pdf/ozn_sf.pdf

[8] City and County of San Francisco, Department of City Planning, Environmental Impact Report, The Downtown Plan, Volume 1: Draft EIR Text, EE81.3, Certified October 18, 1984, pages VI.1 and 2.

[9] Davis, J.F., J.H. Bennett, G.A. Borchardt, J.E. Kahle, S.J. Rice, and M.A. Silva, *Earthquake Planning Scenario for a Magnitude 8.3 Earthquake on the San Andreas Fault in the San Francisco Bay Area*, California Geological Survey, Special Publication 61, 1982, pp. 125-134.

[10] Steinbrugge, K.V., J.H. Bennett, H.J. Lagorio, J.F. Davis, G.A. Borchardt, and T.R. Toppozada, *Earthquake Planning Scenario for a Magnitude 7.5 Earthquake on the Hayward Fault in the San Francisco Bay Area*, California Geological Survey, Special Publication 78, 1987, pp. 87-93.

L. PUBLIC SERVICES

This section identifies the public service setting in the Project Area, including police protection, fire protection and emergency medical response, schools, libraries, and community centers.

ENVIRONMENTAL SETTING

POLICE PROTECTION

The Project Area is served by the San Francisco Police Department (SFPD) which employs about 2,043 officers that staff 10 district stations. The Southern Police Station located at 850 Bryant Street serves the Project Area. This district's service boundaries are from Market Street in the north, the China Basin Channel in the south, I-80 (Central Skyway) to the west, and the San Francisco Bay to the east. The station also serves Treasure Island. The station consists of 127 permanent officers, and as it is a training station for the SFPD, new officers are trained there regularly.

Year-to-date citywide crime rates are down 4.1 percent from August 2001 to August 2002, and are down 18.6 percent in the Southern District.[1] The Southern District Station has identified drugs and homelessness as the primary crime problem/safety concern in the Project Area.[2] The drug problem in the Project Area, particularly along the Sixth Street corridor between Market and Mission Streets, is one of the worst in the City.[3] The Southern Police Station provides, and has provided in the past, various community outreach programs and crime prevention activities for the Mid-Market area specifically. These include supplemental enforcement programs, particularly for quality of life issues, traffic programs for pedestrian safety, and intense narcotics enforcement.

FIRE PROTECTION

The Project Area is served by the San Francisco Fire Department (SFFD) which serves approximately 750,000 citizens residing in San Francisco and approximately 1.2 million people during the business day.[4] The SFFD employs 1,700 firefighting and emergency medical field personnel. Fire stations are strategically and geographically located throughout the City.[5]

Two fire stations serve the project area. Station 2246, located at Fifth and Mission Streets, maintains a 4-5 minute response time for its three engines and two trucks for all calls. The two medic units at the station maintain a five minute response time for all calls. The second fire station serving the project area, Station 2341, is at 10th and Mission Streets. Its three engines and two trucks also maintain a 4-5 minute response time for all calls. Station 2341 has two medic units which respond within five minutes of a call.[6]

SCHOOLS

The San Francisco Unified School District (SFUSD) provides public primary and secondary education in the City and County of San Francisco. The District is comprised of 78 elementary schools, 17 middle schools, and 21 high schools. Total student enrollment for the district is approximately 60,000 and total average daily attendance is 95.1 percent.[7] Parents can request which schools they wish their children to attend, and students are routinely bused or assigned to schools throughout the district.[8]

No public schools are located in the Project Area. Four elementary schools are within six to eight blocks of the project area, and these include the Tenderloin Elementary School built to serve the North of Market community, John Swett Elementary School, John Muir Elementary School, and Bessie Carmichael Elementary School, all within about one-half mile or less of the Project Area. Bessie Carmichael School is being re-built as a two-story K-5 school with a child development center. It will house 500 children and will be completed in July 2004.[9] The nearest high school is Mark Twain High School, located at Hayes and Steiner Streets, approximately 10 blocks from the Project Area. The SFUSD is currently not a growth district and there are facilities throughout the City and County that are underused. There are no plans to construct other new schools in or near the Project Area in the near future unless the District identifies a need.[10]

LIBRARIES AND COMMUNITY CENTERS

No public libraries exist within the Project Area. However, the main branch of the San Francisco Public Library is located about one block north of the Project Area at 100 Larkin Street near Market Street in the Civic Center. The main library was rebuilt at this location in 1996.

Community centers in the Project Area include the Big Brothers – Big Sisters of San Francisco and the Peninsula, Instituto Mexicano de Cultura, and the Filipino-American Senior Citizens Club, Inc.[11]

Although no California-licensed child-care centers are located in the Project Area, the following center locations are within about two blocks: 259 Turk Street between Leavenworth and Jones Streets, 351 Turk Street between Jones and Hyde Streets, 250 Tenth Street between Howard and Folsom Streets, 1390 Market Street (Fox Plaza), 366 Clementina Street between Fourth and Fifth Streets, 177 Golden Gate Avenue between Leavenworth and Jones Streets, and at City Hall at the Civic Center.[12]

IMPACTS

PUBLIC SERVICES

The implementation of the Mid-Market Plan would be projected to result in a population of approximately 9,700 at the projected 2020 build-out of the Project Area. This would be approximately 6,600 more residents than are currently living in the area, and about 5,500 more than would live in the area without implementation of the Redevelopment Plan (see Section III.C, Population, Employment, and Housing). The increase in population represents growth for the Project Area, but would not be a significant increase in the overall City context. (See Section III.O for further discussion of growth impacts.) Employment in the Project Area would also increase from about 10,500 jobs at present to about 15,900 in 2020 (compared to about 12,300 jobs without the Mid-Market Plan), which is about 5,400 new jobs compared to existing conditions and 1,800 new jobs under current controls without the Mid-

Market Plan. These jobs represent growth for the Project Area, and are consistent with citywide projections for the year 2020.

Police Protection

The additional residents, employees and visitors in the Project Area would create an increase in need for police services. However, if successful, the Mid-Market Plan would eliminate blight that is prevalent in the area, through development of affordable housing, provisions of space for community service organizations, and overall economic development. These physical improvements could help lessen illegal activities in the Project Area through the introduction of new residents and a revitalized commercial area and theater district. This would have a beneficial effect on police services.

Fire Protection and Emergency Services

Residents in the Project Area would contribute to congestion if an emergency evacuation of the area were required. Section 12.202(e)(1) of the San Francisco Fire Code requires that all owners of high-rise buildings (over 75 feet) "shall establish or cause to be established procedures to be followed in case of fire or other emergencies. All such procedures shall be reviewed and approved by the chief of division." Additionally, any new construction would have to conform to the provisions of the Building and Fire Codes which require additional life-safety protections for high-rise buildings.

The additional residents, employees and visitors in the Project Area would create an increase in need for fire and emergency services. However, the Mid-Market Plan would eliminate blight that is prevalent in the area, through new construction and rehabilitation of structures, and through local improvements such as street lighting.

As noted above for police services, the housing, community service, and overall economic development of the Mid-Market Plan would help lessen drug-related problems on the streets in the Project Area, and the need for emergency medical services would be expected to be reduced.

Schools

Residential growth under the Mid-Market Plan would generate approximately up to 540 elementary school-age children, up to 290 middle school-age children, and up to 360 high school age children by 2020.[13] Underused schools may require rehabilitation to accommodate these additional students. No new facilities are anticipated to be necessary to accommodate the students.

Libraries and Community Centers

As noted above, no California-licensed child-care centers or libraries are currently located in the Project Area. It is possible that redevelopment of the Project Area could lead to the displacement of existing community centers. However, one of the Plan's goals is to "ensure sufficient space to accommodate the needs of non-profit service providers including creative development strategies that could lead to ownership or favorable long-term lease of spaces." Thus, although implementation of the Mid-Market Plan could lead to displacement of an individual community center, the Mid-Market Plan would not be expected to adversely affect community centers overall as it would encourage the placement of community and/or non-profit centers in the Project Area.

Planning Code Section 5314 requires new projects with a net addition of 50,000 square feet of office or hotel space to provide childcare facilities, on-site or nearby; participate with other projects to provide a childcare facility; or pay an in-lieu fee to the Childcare Capital Fund.

NOTES — Public Services

[1] San Francisco Police Department website, www.ci.sf.ca.us/police/, Crime Statistics page.

[2] Officer Steve Balba, Community Relations Officer, Southern Station, phone conversation with EIP Associates, November 13, 2001.

[3] Ibid.

[4] San Francisco Fire Department website, www.ci.sf.ca.us/fire/, Fire Facts page.

[5] Ibid.

[6] Acting Deputy Chief Bernie F. Lee, San Francisco Fire Department, memo to EIP Associates, March 15, 2002.

[7] San Francisco Unified School District website, http://orb.sfusd.k12.ca.us/profile/prfl-100.html, School District Summary.

[8] Paul Cardoni, Interim Director of Construction, SFUSD, phone conversation with EIP Associates, June 4, 2001.

[9] Paul Cardoni, Interim Director of Construction, SFUSD, phone conversation with EIP Associates, September 24, 2002.

[10] Paul Cardoni, Interim Director of Construction, SFUSD, phone conversation with EIP Associates, June 4, 2001.

[11] San Francisco Public Library, San Francisco Community Connection, 94102 and 94103 organizations, http://libweb.sfpl.org

[12] State of California, Department of Social Services, Community Care Licensing Division, Licensing Information System, Directory Report for San Francisco, January 2002.

[13] City and County of San Francisco Planning Department, *Mission Bay Subsequent Environmental Impact Report*, school-age children generation factors, Table L.1, September 17, 1998, SCH No. 97092068. Generation factors were derived from Association of Bay Area Governments (ABAG), *Projections '96, Forecasts for the San Francisco Bay Area to the Year 2015*, December 1995. ABAG *Projections 2000, Forecasts for the San Francisco Bay Area to the Year 2020* does not break down children in San Francisco by age as *Projections '96* does; therefore, school-age children projections are for year 2015. This analysis assumes that the same proportion of school age children compared to the population would exist in build-out year 2020 as it would in 2015.

M. UTILITIES

This section identifies the utilities in the Project Area, such as the water supply and distribution, wastewater collection and treatment, and solid waste.

ENVIRONMENTAL SETTING

WATER SUPPLY AND DISTRIBUTION

The San Francisco Public Utilities Commission (SFPUC) supplies water to the City and County of San Francisco. The SFPUC provides water to approximately 2.5 million people in the San Francisco Bay region and some Central Valley customers through direct deliveries to City customers and wholesale deliveries to 29 water agencies in the area.

Approximately 85 percent of the water supply for San Francisco, Alameda, Santa Clara, and San Mateo counties is from the Hetch Hetchy Valley, which lies almost completely within Yosemite National Park, and the Stanislaus National Forest. From Hetch Hetchy, water is conveyed through pipelines to customers in Alameda, Santa Clara, and San Mateo Counties, as well as the City of San Francisco. The remaining 15 percent of the total water supply comes from local watersheds in the East Bay and the San Mateo Peninsula. These local water sources require more intense filtration and treatment at two plants, both of which are capable of treating a maximum of 340 million gallons a day. San Francisco itself contains 1,200 miles of water mains and 22 pumping stations. Fourteen reservoirs are located in the City, totaling 408 million gallons of storage. In addition, three reservoirs are on the Peninsula and two in Alameda County.

Approximately 800,000 people in the City of San Francisco receive water from this distribution system. The City's average daily water demand is currently about 91 million gallons per day (mgd). This is projected to only slightly increase over the next 30 years.[1] Total system-wide demand is about 250 mgd. Until recently, all large-size proposed projects in San Francisco subject to CEQA were required to obtain a water assessment from the SFPUC. In May 2002, the SFPUC adopted a resolution finding that the SFPUC's Urban

Water Management Plan (UWMP) adequately fulfills the requirements of the water assessment as long as the project is covered by the demand projections identified in the UWMP.[2] The SFPUC's UWMP 2000 update is based on the Association of Bay Area Government's (ABAG) Year 2000 Projections, which includes all known or expected development projects in San Francisco through 2020. Therefore, as the Redevelopment Plan is within the ABAG Year 2000 Projections for San Francisco, it would not be required to obtain a water assessment from the SFPUC.

WASTEWATER

The Project Area is served by San Francisco's combined sewer system, which handles both sewage and storm water runoff. This system collects all dry-weather flows (everyday sewage) and wet-weather flows (rain, street runoff) in a single pipe system, and treats it in one of three treatment plants before it is discharged. Once treated, wastewater is discharged to the San Francisco Bay and Pacific Ocean. The sewer system collects and treats up to 90 million gallons of sewage per day during the dry season and up to 415 million gallons each day during the wet season.[3]

The system is made up of collection sewers, transport and storage sewers, pump stations, overflow structures, and outfalls. Up to 193 million gallons of combined sewage and storm water is stored in these facilities for later treatment.[4] During rainstorms, the storage/transports prevent untreated sewage from overflowing to the Bay or Ocean, until it can be transported to a treatment plant. However, untreated discharges can occur approximately one to ten times a year.

San Francisco has 898 miles of sewer pipes, and three water pollution control plants (Southeast, Oceanside, and North Point). The Project Area is served by the Southeast Water Pollution Control Plant, located near Third Street and Evans Avenue. The Southeast Plant can treat up to 250 million gallons of wastewater per day during the wet season, while successfully preventing overflow to the Bay. The Southeast Plant treats about 80 percent of the total wastewater flow generated within San Francisco and removes over 90 percent of solids and biodegradable organics.[5]

SOLID WASTE

Golden Gate Disposal and Recycling Company provides residential and commercial garbage and recycling services to the Downtown area, as well as seven other sections of San Francisco. The Project Area is a developed urban area that would continue to be served by Golden Gate Disposal and Recycling Company.

IMPACTS

SIGNIFICANCE CRITERIA

Section 15382 of the *California Environmental Quality Act (CEQA) Guidelines* defines a significant effect on the environment as "...a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project..." A utility impact would be considered significant under the following conditions:

- Water: If serving new development at accepted service levels would require substantial improvements to water supply, treatment, or distribution facilities or if serving the area under current resources would reduce services below accepted or current standards.
- Wastewater: If serving new development would require substantial improvements to wastewater collection or treatment facilities, the construction or operation of which would adversely affect the physical environment, or if serving the area under current resources would reduce services below accepted or current standards.
- Solid Waste: If the proposed project would not comply with federal, state, and local statutes and regulations related to solid waste or if the project would substantially increase solid waste flows beyond planned levels.

The implementation of the Mid-Market Plan would result in a population of approximately 9,700 at the projected 2020 build-out of the Project Area (see Section III.C, Population, Employment, and Housing). This would be approximately 6,600 more residents than are currently living in the area, and about 6,000 more than would live in the area without implementation of the Redevelopment Plan. The increase in population represents growth for the Project Area, but is not a significant increase in the overall City context. (See Section III.O for further discussion of growth impacts.) Employment in the Project Area would also increase, from about 10,500 jobs at present to about 15,900 in 2020 (compared to about

12,300 jobs without the Redevelopment Plan). These jobs also represent growth for the Project Area, but are consistent with citywide projections for the year 2020.

WATER SUPPLY AND DISTRIBUTION

The Redevelopment Plan would create about 5,100,000 square feet of new and rehabilitated development. New population in the Project Area would include about 6,600 new residents and about 5,400 net new employees. Water generation factors are based on population with 60 gallons per day for residents and 35 gallons per day per employee for all commercial and institutional uses. At build-out in 2020, all projects due to implementation of the Redevelopment Plan would use about 500,000 gallons per day of water.[6] Development and population growth associated with the Redevelopment Plan would be within the ABAG Year 2000 Projections, and as such, the project would not be required to obtain a water assessment from the SFPUC. Because the Redevelopment Plan would be within expected growth projections for the City, no adverse water supply impacts are expected.

WASTEWATER

The Redevelopment Plan would create about 5,100,000 square feet of new and rehabilitated development. Generation factors from the 1998 Mission Bay Subsequent Environmental Impact Report were used to determine daily wastewater demand for the proposed project.[7] At build-out in 2020, all retail sites, both new and rehabilitated, would generate approximately 25,000 gallons of wastewater per day. Commercial sites, including new and rehabilitated theater and art space, would generate approximately 50,000 gallons of wastewater per day. Because the Redevelopment Plan would be within expected growth projections for the City, no significant impacts on wastewater treatment capacity are expected.

SOLID WASTE

Residents in the Project Area would be expected to generate approximately 25,000 pounds of solid waste per day, and approximately 7,500,000 pounds per year.[8] The Project Area is expected to have 200,000 square feet of retail, which would be expected to generate 5,000 pounds per day and 2,000,000 pounds per year of solid waste.[9] The Project Area is within a developed urban area of San Francisco and would not generate solid waste amounts that Golden Gate Disposal and Recycling Company would be unable to accept.

NOTES — Utilities

[1] San Francisco Public Utilities Commission, *Long Term Strategic Plan,* February 28, 2001.

[2] City and County of San Francisco, Public Utilities Commission, Resolution No. 02-0084, May 14, 2002.

[3] San Francisco Public Utilities Commission website, http://www.ci.sf.ca.us/puc/html/glance.htm

[4] San Francisco Public Utilities Commission website, http://www.ci.sf.ca.us/puc/, Water Pollution Control page.

[5] San Francisco Public Utilities Commission website, http://www.ci.sf.ca.us/puc/, Water Pollution Control page.

[6] Ms. Kim Knox, Retail Water Conservation Administrator, San Francisco Public Utilities, telephone conversation with Sally Maxwell, Project Manager, March 12, 2002.

[7] City and County of San Francisco Planning Department, *Mission Bay Subsequent Environmental Impact Report,* Mission Bay Project total daily

[8] City and County of San Francisco, *Solid Waste Generation Study*, October 1992, pp.4-12 (obtained from City and County of San Francisco Planning Department, *Mission Bay Subsequent Environmental Impact Repor*t, Mission Bay Solid Waste Generation at Build-Out, Table L.2, September 17, 1998, SCH No. 97092068).

[9] NSWMA, Basic Data: Solid Waste Amounts, Composition, and Management, Technical Bulletin #85-6, October 1, 1985 (obtained from City and County of San Francisco Planning Department, *Mission Bay Subsequent Environmental Impact Repor*t, Mission Bay Solid Waste Generation at Build-Out, Table L.2, September 17, 1998, SCH No. 97092068).

N. OTHER TOPICS CONSIDERED

HYDROLOGY AND WATER QUALITY

ENVIRONMENTAL SETTING

The Project Area is entirely developed in an urban landscape with no natural surface water features. Essentially all water used in the area comes from the piped City water system. There is no known material use of precipitation in the area, except for incidental landscape supply. Natural precipitation in the area, however, is insufficient to maintain conventional landscaping, so essentially all landscaping relies on artificial irrigation. Except for incidental infiltration in landscaping, essentially all surface water from precipitation and runoff of City water from sidewalk washing, hydrant flushing, and similar sources is collected in the City's combined sanitary sewer and storm drain system.

IMPACTS

Groundwater Impacts

Certain projects resulting from implementing the Mid-Market Redevelopment Plan within the Project Area would include subsurface excavation in order to accommodate underground parking and/or basements. Dewatering could be required. Any groundwater encountered during plan-related construction would be subject to the *San Francisco Industrial Waste Ordinance (Ordinance No. 199-77),* which requires that groundwater meet specified standards before being discharged into the sewer system. The Bureau of Environmental Regulation and Management of the San Francisco Utilities Commission would be notified if any project were to require dewatering.

Erosion and Siltation Impacts

The Project Area is almost entirely paved or covered by structures; therefore, implementation of the Redevelopment Plan would not substantially affect the area of impervious surface at the site or alter site drainage. Site-specific related wastewater and storm water would continue to flow to the combined sanitary sewer and storm water sewer system. During construction of any plan-related project, requirements to reduce erosion must be implemented pursuant to *California Building Code* Chapter 33, *Excavation and Grading*. During operations, any plan-related development most comply with all local wastewater discharge requirements.

BIOLOGY

The Project Area is in a developed urban area that is completely covered by structures, impervious surfaces, and introduced landscaping. No known rare, threatened or endangered animal or plant species are known to exist in the Project Area. Redevelopment of the Project Area would not affect, or substantially diminish, plant or animal habitats. The proposed Mid-Market Redevelopment Plan would not interfere with any resident or migratory species, nor would require removal of substantial numbers of mature, scenic trees. Project specific open space that would be expected to occur with implementation of the Redevelopment Plan would include plants and street trees appropriate for the urban landscape of the Project Area. The proposed Redevelopment Plan would therefore have no adverse impact on biological resources.

ENERGY

The Project Area is currently occupied by development that uses energy. Future development that would be expected to occur with implementation of the proposed Mid- Market Redevelopment Plan could include reuse and rehabilitation of existing buildings, as well as the construction of new structures. Project specific development under the Redevelopment Plan would be required to meet current state and local codes concerning energy consumption, including Title 24 Energy Conservation Standards of the *California Code of Regulations*. The San Francisco Department of Building Inspection would enforce compliance with Title 24 through the building permit review process. As a result, development resulting from Redevelopment Plan implementation would adequately conserve energy and would not use energy in a wasteful manner.

San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The causes of these conditions are under investigation and are the subject of debate. One problem may be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another factor may be lack of cost controls as a result of deregulation.

The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply grid within the next few years. The project-generated demand for electricity under development that would occur due to the Redevelopment Plan would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed Redevelopment Plan would not result in a significant physical environmental effect.

O. GROWTH INDUCEMENT

Growth is an inherent impact of the proposed Mid-Market Redevelopment Plan. The basic premise of the Redevelopment Plan is to alter land use, density, and character of the Project Area by improving business, employment, and residential opportunities. Job growth would occur due to business growth that would be expected to expand due to land use and zoning controls, financial assistance, and other inducements for business. If successfully implemented, the proposed Redevelopment Plan would be expected to create population, employment and housing growth in the Project Area, which are generally beneficial economic impacts.

DIRECT GROWTH IMPACTS

This discussion considers how adopting the proposed Redevelopment Plan would affect growth elsewhere in San Francisco. Currently, the Project Area represents 1.7 percent of the jobs in the City. With implementation of the proposed Redevelopment Plan, total jobs in the Project Area would grow to two percent of the City employment by 2020. The growth represents five percent of the anticipated growth for the whole of San Francisco. With anticipated new housing construction, the Project Area would increase from about 0.5 percent of the City's housing stock to 1.25 percent. Implementation of the proposed Redevelopment Plan would not represent a significant growth in employment or housing in the context of the City as a whole.

The Project Area has historically been the area of Downtown San Francisco that has seen higher office and retail vacancy rates and lower rents. For example, in the economic expansion of 1990s, the area was one of the last to see increasing occupancy and rents. Similarly, the Project Area would continue to provide low-cost housing. Of the new housing anticipated for the Project Area, at least 15 percent would be affordable housing, as required by the Community Redevelopment Law. The Redevelopment Plan would seek to stabilize the employment in the area and to increase the number of housing opportunities and residents. This added development would improve an underutilized area and offer businesses and residents opportunities to locate within the developed area of the City rather than shifting this future growth to other areas or outside of the City.

The Redevelopment Plan, if implementation were successful, would add about 3,300 units over 20 years, or, on average, about 165 units per year, and would be within overall growth projections for San Francisco, embodied in the ABAG Projections 2000. The proposed Redevelopment Plan encompasses a built-out urban area. No expansion to municipal infrastructure or public services not already under consideration would be required to accommodate new development directly or indirectly induced by the proposed plan. The Plan would not result in development of new public services that would accommodate significant further growth.

INDIRECT GROWTH IMPACTS

Not all of the approximate 5,390 net new jobs that would be anticipated to be created by implementation of the Redevelopment Plan would be held by existing San Francisco residents. Some workers would be expected to move to the City. Using the jobs/housing analysis methodology that supports the City's housing impact fees, the new jobs would be associated with about 1,850 new households that would move to San Francisco. The proposed Redevelopment Plan is expected to result in development of about 3,330 new housing units so that, on net, the Plan would expand the City's housing supply. This number could be less, depending on the success of the various programs that would be implemented as part of the proposed Redevelopment Plan.

IV. MITIGATION MEASURES PROPOSED TO MINIMIZE POTENTIAL ADVERSE EFFECTS OF THE PROJECT

In the course of analyzing the proposed Mid-Market Redevelopment Plan, measures have been identified that would reduce or eliminate potential environmental impacts of implementing the proposed Redevelopment Plan. At a program-level of analysis, the Redevelopment Plan in and of itself would not result in significant environmental effects.

The analysis in Chapter III identifies potential significant environmental effects that could occur from development under the proposed Plan. Most of those significant adverse effects could be reduced or eliminated through implementation of mitigation measures included in this Chapter. Those measures would be carried out as part of specific project review. As noted in the Project Description, Chapter II, development proposals in the Project Area would be reviewed by the San Francisco Planning Department; mitigation measures would included as part of project plans, or required under Conditional Use or other approval processes.

This Chapter also identifies Improvement Measures. Those measures would reduce adverse environmental effects that were not otherwise significant environmental impacts.

A. CULTURAL RESOURCES

Implementation of Measures A.1, A.2, or A.3 would avoid significant adverse effects on sub-surface archaeological resources.

Measure A.1 would be included with project sites on which the likelihood of occurrence of sub-surface resources would be low. Because there would still be a potential for accidental discovery of such resources, Measure A.1 would require appropriate response and reporting if such resources were accidentally discovered during project construction activities.

Measure A.1 would be included for projects where there would be a reasonable presumption that resources may be present; archaeological monitoring and reporting would be undertaken during project construction that could disturb archaeological resources. This measure would apply to Opportunity Sites 1-3, 5-7, 12, 13, 15, 16, 18, and 20-22 listed in Section III.F, Cultural Resources, Table 8, p. 95.

Measure A.3 would be included for projects where there would be a higher potential for presence of sub-surface resources; pre-construction testing and monitoring and reporting would be undertaken. This measure would apply to Opportunity Sites 4, 8-11, 17, 19, and 24 listed in Section III.F, Cultural Resources, Table 8, p. 95.

While Rehabilitation Opportunity Sites listed in Section III.F, Cultural Resources, Table 9, p. 96, would have potential presence of sub-surface archaeological resources, appropriate mitigation measures would depend upon the extent of rehabilitation activities that could affect sub-surface conditions. Many such projects would not require excavation or other sub-surface construction. Mitigation measures would be applied on project-by-project basis.

ARCHAEOLOGICAL RESOURCES

Mitigation Measure Identified for Projects with Suspected Archaeological Resources

A.1 The project sponsor shall distribute the attached "ALERT SHEET" to the project prime contractor; to any project subcontractor (including demolition, excavation, grading, foundation, pile driving, etc. firms); or utilities firm involved in soils disturbing activities within the project site. Prior to any soils disturbing activities being undertaken each contractor is responsible for ensuring that the ALERT SHEET is circulated to all field personnel including, machine operators, field crew, pile drivers, supervisory personnel, etc. The Head Foreman or other responsible party shall provide the Environmental Review Officer (ERO) with a signed affidavit to the ERO confirming that all field personnel have received copies of the Alert Sheet.

Should any indication of an archaeological resource be encountered during any soils disturbing activity of the project, the project Head Foreman and/or project sponsor shall immediately notify the ERO and shall immediately suspend any soils disturbing activities in the vicinity of the discovery until the ERO has determined what additional measures, if any, should be undertaken.

Mitigation Measure for Archaeological Monitoring

A.2 Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology.

The archaeological consultant shall prepare an archaeological research design (ARD) that shall include an historical context, an assessment of research potential in terms of research questions, and an evaluation of the significance as an historical resource (CEQA Guidelines Sect. 15064.5 (a)(c)) of the expected archaeological resources. The archaeological consultant shall undertake an archaeological monitoring program. The archaeological monitoring program, whether or not significant archaeological resources were encountered, shall result in a written report of findings to be submitted first and directly to the Environmental Review Officer (ERO). Archaeological monitoring and/or data recovery programs required by this measure could suspend project construction activities for up to a maximum of four weeks. At the direction of the ERO, the suspension of project activities can be extended beyond four weeks only if such a suspension is necessary and is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archaeological monitoring program. The archaeological monitoring program shall minimally include the following provisions:

- The ERO in consultation with the project archeologist shall determine what project activities shall be archaeologically monitored. In most cases, any soils disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the potential risk these activities pose to archaeological resources and to their depositional context;

- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;

- The archaeological monitor(s) shall be present on the project site until the ERO has, in consultation with the archaeological consultant, determines that project construction activities could have no effects on significant archaeological deposits;

- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;

- If an intact archaeological deposit is encountered, all soils disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction crews and heavy equipment until the resource is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the ERO. The archaeological consultant shall immediately notify the ERO

> of the encountered archaeological deposit. The archaeological consultant shall, after making a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, present the findings of this assessment to the ERO.

If the ERO in consultation with the archaeological consultant determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, either:

1. the proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or
2. an archaeological data recovery program shall be implemented.

If an archaeological data recovery program is required by the ERO, the archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The project archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP. The archaeological consultant shall prepare a draft ADRP that shall be submitted to the ERO for review and approval. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain.

Human Remains, Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal Laws, including immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, curation, possession, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report. The archaeological consultant shall prepare a Draft Final Archaeological Resources Report (FARR) evaluating the historical importance of the archaeological resource and describing the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s). Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the draft final report.

Copies of the Draft FARR shall be sent to the ERO for review and approval. Once approved by the ERO copies of the FARR shall be distributed as follows: the San Francisco Redevelopment Agency (number of copies as required by SFRA); California Archaeological Site Survey Northwest Information Center (1 copy); and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest or interpretive value, the ERO may require a different final report content, format, and distribution than that presented above.

Mitigation Measure for Archaeological Testing

A.3 Based on a reasonable presumption that archaeological resources may be present within the project site, the following measures shall be undertaken to avoid any potentially significant adverse effect from the proposed project on buried or submerged historical resources. The project sponsor shall retain the services of a qualified archaeological consultant having expertise in California prehistoric and urban historical archeology. The archaeological consultant shall undertake an archaeological testing program as specified herein. In addition, the consultant shall be available to conduct an archaeological monitoring and/or data recovery program if required pursuant to this measure. The archaeological consultant shall prepare an archaeological research design (ARD) that shall include an historical context, an assessment of research potential in terms of research questions, and an evaluation of the significance as an historical resource (CEQA Guidelines Sect. 15064.5 (a)(c)) of the expected archaeological resources. The archaeological consultant's work shall be conducted in accordance with this measure at the direction of the ERO. All plans and reports to be prepared by the consultant as specified herein shall be submitted first and directly to the ERO for review and comment, and shall be considered draft reports subject to revision until final approval by the ERO. Archaeological monitoring and/or data recovery programs required by this measure could suspend project construction activities for up to a maximum of four weeks. At the direction of the ERO, the suspension of project activities can be extended beyond four weeks only if such a suspension is necessary and is the only feasible means to reduce to a less than significant level potential effects on a significant archaeological resource as defined in CEQA Guidelines Sect. 15064.5 (a)(c).

Archaeological Testing Program. The archaeological consultant shall prepare and submit to the ERO for review and approval an archaeological testing plan (ATP). The archaeological testing program shall be conducted in accordance with the approved ATP. The ATP shall identify the property types of the expected archaeological resource(s) that potentially could be adversely affected by the proposed project, the testing method to be used, and locations recommended for testing. The purpose of the archaeological testing program will be to determine to the extent possible the presence or absence of archaeological resources, to identify any archaeological resources found, and to evaluate the significance of any archaeological resources found as an historical resource.

At the completion of the archaeological testing program, the archaeological consultant shall submit a written report of the findings to the ERO. If based on the archaeological testing program the archaeological consultant finds that significant archaeological resources may be present, the ERO in consultation with the archaeological consultant shall determine if additional measures are warranted. Additional measures that may be undertaken include additional archaeological testing, archaeological monitoring, and/or an archaeological data recovery program. If the ERO determines that a significant archaeological resource is present and that the resource could be adversely affected by the proposed project, at the discretion of the project sponsor either:

1. the proposed project shall be re-designed so as to avoid any adverse effect on the significant archaeological resource; or
2. a data recovery program shall be implemented.

Archaeological Monitoring Program. If the ERO in consultation with the archaeological consultant determines that an archaeological monitoring program shall be implemented the archaeological monitoring program shall minimally include the following provisions:

- The ERO in consultation with the archaeological consultant shall determine what project activities shall be archaeologically monitored. In most cases, any soils-disturbing activities, such as demolition, foundation removal, excavation, grading, utilities installation, foundation work, driving of piles (foundation, shoring, etc.), site remediation, etc., shall require archaeological monitoring because of the risk these activities pose to potential archaeological resources and to their depositional context;
- The archaeological consultant shall advise all project contractors to be on the alert for evidence of the presence of the expected resource(s), of how to identify the evidence of the expected resource(s), and of the appropriate protocol in the event of apparent discovery of an archaeological resource;
- The archaeological monitor(s) shall be present on the project site until the ERO has, in consultation with project archaeological consultant, determined that project construction activities could have no effects on significant archaeological deposits;
- The archaeological monitor shall record and be authorized to collect soil samples and artifactual/ecofactual material as warranted for analysis;
- If an intact archaeological deposit is encountered, all soils-disturbing activities in the vicinity of the deposit shall cease. The archaeological monitor shall be empowered to temporarily redirect demolition/excavation/pile driving/construction activities and equipment until the resource is evaluated. If in the case of pile driving activity (foundation, shoring, etc.), the archaeological monitor has cause to believe that the pile driving activity may affect an archaeological resource, the pile driving activity shall be terminated until an appropriate evaluation of the resource has been made in consultation with the

ERO. The archaeological consultant shall immediately notify the ERO of the encountered archaeological deposit. The archaeological consultant shall make a reasonable effort to assess the identity, integrity, and significance of the encountered archaeological deposit, and present the findings of this assessment to the ERO.

Whether or not significant archaeological resources were encountered, the archaeological consultant shall submit a written report of the findings of the monitoring program to the ERO.

Archaeological Data Recovery Program. The archaeological data recovery program shall be conducted in accord with an archaeological data recovery plan (ADRP). The archaeological consultant, project sponsor, and ERO shall meet and consult on the scope of the ADRP prior to preparation of a draft ADRP. The archaeological consultant shall submit the a draft ADRP to the ERO. The ADRP shall identify how the proposed data recovery program will preserve the significant information the archaeological resource is expected to contain. That is, the ADRP will identify what scientific/historical research questions are applicable to the expected resource, what data classes the resource is expected to possess, and how the expected data classes would address the applicable research questions. Data recovery, in general, should be limited to the portions of the historical property that could be adversely affected by the proposed project. Destructive data recovery methods shall not be applied to portions of the archaeological resources if nondestructive methods are practical.

The scope of the ADRP shall include the following elements:

- *Field Methods and Procedures.* Descriptions of proposed field strategies, procedures, and operations.
- *Cataloguing and Laboratory Analysis.* Description of selected cataloguing system and artifact analysis procedures.
- *Discard and Deaccession Policy.* Description of and rationale for field and post-field discard and deaccession policies.
- *Interpretive Program.* Consideration of an on-site/off-site public interpretive program during the course of the archaeological data recovery program.
- *Security Measures.* Recommended security measures to protect the archaeological resource from vandalism, looting, and non-intentionally damaging activities.
- *Final Report.* Description of proposed report format and distribution of results.
- *Curation.* Description of the procedures and recommendations for the curation of any recovered data having potential research value, identification of appropriate curation facilities, and a summary of the accession policies of the curation facilities.

Human Remains and Associated or Unassociated Funerary Objects. The treatment of human remains and of associated or unassociated funerary objects discovered during any soils disturbing activity shall comply with applicable State and Federal laws. This shall include immediate notification of the Coroner of the City and County of San Francisco and in the event of the Coroner's determination that the human remains are Native American remains, notification of the California State Native American Heritage Commission (NAHC) who shall appoint a Most Likely Descendant (MLD) (Pub. Res. Code Sec. 5097.98). The archaeological consultant, project sponsor, and MLD shall make all reasonable efforts to develop an agreement for the treatment of, with appropriate dignity, human remains and associated or unassociated funerary objects (CEQA Guidelines. Sec. 15064.5(d)). The agreement should take into consideration the appropriate excavation, removal, recordation, analysis, custodianship, curation, and final disposition of the human remains and associated or unassociated funerary objects.

Final Archaeological Resources Report. The archaeological consultant shall submit a Draft Final Archaeological Resources Report (FARR) to the ERO evaluating the historical importance of the archaeological resource and describing the archaeological and historical research methods employed in the archaeological testing/monitoring/data recovery program(s). Information that may put at risk any archaeological resource shall be provided in a separate removable insert within the final report.

Once approved by the ERO, copies of the FARR shall be distributed as follows: the San Francisco Redevelopment Agency (number of copies as required by SFRA); California Archaeological Site Survey Northwest Information Center (1 copy) and the President of the Landmarks Preservation Advisory Board (1 copy). The Major Environmental Analysis division of the Planning Department shall receive three copies of the FARR along with copies of any formal site recordation forms (CA DPR 523 series) and/or documentation for nomination to the National Register of Historic Places/California Register of Historical Resources. In instances of high public interest in or the high interpretive value of the resource, the ERO may require a different final report content, format, and distribution than that presented above.

HISTORIC RESOURCES

Mitigation Measure Identified for Removal and Replacement of Existing Properties Designated by Article 11 of the *San Francisco Planning Code:*

Properties designated as Significant Buildings – Categories I and II, and Contributory Buildings – Categories III and IV would follow the regulations in Sections 1110-1123 of Article 11 of the *San Francisco Planning Code,* as applicable. Mitigation Measures A.4 and A.5, below, are also applicable for removal or replacement of these buildings.

A.4 Prior to any physical removal of an historic resource, the project sponsor would prepare, or cause to be prepared, documentation of the historic resource. Such documentation would follow an appropriate level of data collection, preparation of drawings, and photography based on the historic significance of the historic resource. The project sponsor in consultation with the Landmarks Preservation Advisory Board would select the level of documentation from the four levels (Documentation Level I, II, III, or IV) described in the Secretary of the Interior's *Standards for Architectural and Engineering Documentation and Guidelines for Architectural and Engineering Documentation.*

The documentation would be prepared by a licensed architect who meets the qualifications for Historical Architect as set forth in the *Secretary of the Interior's Historic Preservation Professional Qualification Standards*, published in the Federal Register, June 20, 1997 (Volume 62, Number 119). In addition to these qualifications, the Historical Architect would have demonstrated experience in not less than three projects meeting the Secretary of the Interior's *Standards for Architectural and Engineering Documentation and Guidelines for Architectural and Engineering Documentation.* One project must have been approved and accepted by the Historic American Building Survey/Historic American Engineering Record (HABS/HAER), National Park Service.

Mitigation Measure Identified for Removal of All Other Historic Properties:

A.5 Prior to any physical removal of the historic resource, the project sponsor would prepare, or cause to be prepared, documentation of the historic resource. Such documentation would follow an appropriate level of data collection, preparation of drawings, and photography based on the historic significance of the historic resource. The project sponsor, in consultation with the Landmarks Preservation Advisory Board, would select the level of documentation from the four levels (Documentation Level I, II, III, or IV) described in the Secretary of the Interior's *Standards for Architectural and Engineering Documentation and Guidelines for Architectural and Engineering Documentation.*

The documentation would be prepared by a licensed architect who meets the qualifications for Historical Architect as set forth in the Secretary of the Interior's *Historic Preservation Professional Qualification Standards,* published in the Federal Register, June 20, 1997 (Volume 62, Number 119). In addition to these qualifications, the Historical Architect would have demonstrated experience in not less than three projects meeting the Secretary of the Interior's *Standards for Architectural and Engineering Documentation and Guidelines for Architectural and Engineering Documentation.* One project must have been approved and accepted by the Historic American Building Survey/Historic American Engineering Record (HABS/HAER), National Park Service.

For properties within proposed development sites that possess or appear to possess historic significance, removal would constitute a significant adverse impact under CEQA. As the physical destruction or demolition of a historic resource is a substantial adverse change in the significance of an historical resource, any project that would result in such impacts would have a significant effect on the environment. The identified Mitigation Measures A.4 and A.5, above, would not reduce the impact to less than significant, and therefore the impact would remain a significant effect on the environment

Mitigation Measures Identified for Rehabilitation of Properties Designated by Article 11 of the *San Francisco Planning Code:*

Properties designated as Significant Buildings - Categories I and II, and Contributory Buildings - Categories III and IV would follow the requirements in Sections 1110-1123 of Article 11 of the *San Francisco Planning Code,* as applicable. Mitigation Measure A.6, below, is applicable for rehabilitation of these buildings.

A.6 Prior to undertaking a rehabilitation project in the Project Area, the project sponsor would prepare, or cause to be prepared, a historic structure(s) report (HSR) for the historic resource. The HSR would set forth the history of the resource, describe its existing condition, make recommendations for repair, rehabilitation, replacement, reconstruction, and other treatments based on the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.* The HSR would act as a guide to the rehabilitation plan for the building(s).

The historic structure(s) report (HSR) would be prepared by a licensed architect who meets the qualifications for Historical Architect as set forth in the Secretary of the Interior's *Historic Preservation Professional Qualification Standards,* published in the Federal Register, June 20, 1997 (Volume 62, Number 119).

The project sponsor would retain the services of a Historical Architect as a member of the design team for the proposed rehabilitation project. The Historical Architect could be the same Historical Architect who prepared the historic structure(s) report (HSR), without encountering a conflict of interest.

If not the project architect, the Historical Architect would review the rehabilitation plans prepared by the project architect for compliance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for*

Rehabilitating Historic Buildings, and Section 1111.6. Standards and Requirements for Review of Applications for Alterations (Article 11). The Historical Architect would make a report to the Landmarks Preservation Advisory Board at the time the Board commences its review of the proposed project under Section 1111.2 of Article 11.

Mitigation Measure Identified for Rehabilitation of All Other Historic Properties:

A.7 Properties not designated by Article 11 of the *San Francisco Planning Code* would be treated the same as Major Alterations as concerns the review of proposed rehabilitation plans. Proposed projects would follow the regulations in Sections 1110-1123 of Article 11 of the *San Francisco Planning Code*, as applicable.

Prior to undertaking a rehabilitation project, the project sponsor would prepare, or cause to be prepared, a historic structure(s) report (HSR) for the historic resource. The HSR would set forth the history of the resource, describe its existing condition, make recommendations for repair, rehabilitation, replacement, reconstruction, and other treatments based on the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings.* The HSR would act as a guide to the rehabilitation plan for the building(s).

The historic structure(s) report (HSR) would be prepared by a licensed architect who meets the qualifications for Historical Architect as set forth in the *Secretary of the Interior's Historic Preservation Professional Qualification Standards*, published in the Federal Register, June 20, 1997 (Volume 62, Number 119).

The project sponsor would retain the services of a Historical Architect as a member of the design team for the proposed rehabilitation project. The Historical Architect could be the same Historical Architect who prepared the historic structure(s) report (HSR), without encountering a conflict of interest.

If not the project architect, the Historical Architect would review the rehabilitation plans prepared by the project architect for compliance with the Secretary of the Interior's *Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or with the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings,* and Section 1111.6. Standards and Requirements for Review of Applications for Alterations (Article 11). The Historical Architect would make a report to the Landmarks Preservation Advisory Board at the time the LPAB commences its review of the proposed project under Section 1111.2 of Article 11.

For Mitigation Measures A.6 and A.7, historic properties within proposed development sites that possess or appear to possess historic significance, rehabilitation could constitute a significant adverse impact under CEQA if the proposed project materially alters in an adverse manner those physical characteristics that define their historic significance. As stated in *CEQA Guidelines,* Section 15064.5(b)(3), "Generally, a project that follows the Secretary of the Interior's Standards for the *Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings* or the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* shall be considered as mitigated to a level of less than a significant impact on the historic resource." Projects resulting from implementing the Redevelopment Plan could be mitigated to a less-than-significant level. Thus on a Plan-level, these impacts would be considered less than significant.

B. TRANSPORTATION

The transportation mitigation measures discussed below would require implementation by the Department of Parking and Traffic or other City agencies. These measures would not be implemented through approval of site-specific development.

Mitigation Measure Identified for Existing-Plus-Project Traffic Conditions

B.1 Under the Existing plus Mid-Market scenario, the intersection of Sixth/Brannan, would deteriorate to an unacceptable peak-low condition from LOS D to LOS E. The Department of Parking and Traffic would adjust the signal operation: one second of green time could be switched from the north-south approach to the east-west approach. The resulting LOS would be D with delay of 50.8 seconds, an acceptable peak-hour condition.

Mitigation Measures Identified for Cumulative Traffic Impacts:

Under future cumulative conditions, four intersections would operate at LOS E or F. Based on the project contributions to the traffic movements that determine overall LOS at these intersections, the project would cause a significant impact at the intersections of Fifth/Mission and Sixth/Brannan. These impacts could be mitigated or improved by the following measures:

B.2 At Fifth/Mission, signal timing could be adjusted so that the green time in the north-south approaches are increased by one second and decreased by one second in the east-west approach. The resulting LOS would be improved but could still remain at LOS E. It should be noted that any change to signal timing may have adverse impacts to signal progression along that street.

B.3 At Sixth/Brannan, the LOS conditions can be improved, but not mitigated to an acceptable LOS, by switching three seconds of green time from the westbound left-turn phase to the eastbound green phase. The resulting LOS would be E with a delay of 78.6 seconds. Thus, the proposal Redevelopment Plan would contribute to an unavoidable cumulative adverse traffic impact.

In addition, the Department of Parking and Traffic (DPT) is currently conducting area-wide studies to optimize signal timing in various corridors throughout the City. However, additional study would be required prior to implementation. To help mitigate project contributions to future cumulative traffic impacts, future Project Sponsors may be requested to contribute to DPT's new Integrated Transportation Management System (ITMS) program. This program is a citywide real-time electronic transportation management system that will include the installation of various Intelligent Transportation System infrastructure components to improve traffic circulation. The program will monitor and manage traffic by receiving real-time information at the Traffic Management Center via closed circuit TV cameras. The South-of-Market area will be the first phase of the system to be implemented.

Improvement Measures

The following improvement measures to temporary construction traffic conditions would be applied on a project-by-project basis.

B.4 Construction impacts would be temporary and of short-term duration; the following improvement measures would lessen adverse impacts on traffic conditions.

Any construction traffic occurring between 7:00 AM and 9:00 AM or between 3:30 PM and 6:00 PM would coincide with peak hour traffic and could impede traffic flow. The impact of lane closures and construction traffic would decrease the capacity of streets and slow the movement of traffic (including MUNI buses). To the extent possible for future projects in the study area, truck movements should be limited to the hours between 9:00 AM and 3:30 PM to minimize disruption of the general traffic flow on adjacent streets.

B.5 Project Sponsors and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, and the Planning Department to determine feasible traffic measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project. In addition, to ensure that construction activities do not impact MUNI and Golden Gate Transit bus stops or routes in the area, the Project Sponsor could coordinate with MUNI's Chief Inspector and Golden Gate Transit prior to construction. The decision makers could require this to be included as a condition of approval for projects in the Mid-Market Redevelopment Area.

C. AIR QUALITY

C.1 Project sponsors would require construction contractors to implement as appropriate the BAAQMD's guidelines on basic control measures for emissions of dust during construction: (1) water all active construction areas at least twice daily; (2) cover all trucks hauling soil, sand, and other loose materials, or require trucks to maintain at least two feet of freeboard; (3) pave, apply water three times daily, or apply (non-toxic) soil stabilizers on all unpaved access roads, parking areas and staging areas; (4) sweep daily (with water sweepers) all paved access roads, parking areas, and staging areas; and (5) sweep streets daily (with water sweepers) if visible soil material is carried onto adjacent public streets. Projects resulting from implementing the Redevelopment Plan would be mitigated to a less-than-significant level.

D. NOISE

D.1 If pile driving were necessary to install foundations, project sponsors would require construction contractors to predrill holes to the maximum depth feasible on the basis of soil conditions. Contractors would be required to use construction equipment with state-of-the art noise shielding and muffling devices. The project sponsor would also require that contractors schedule pile driving activity for times of the day that would be consistent with Section 2908 of the *San Francisco Police Code*.

Construction noise effects from projects resulting from implementing the Redevelopment Plan would be mitigated to a less-than-significant level.

E. HAZARDOUS MATERIALS

E.1 All storm water runoff (and runoff from fire suppression activities) that would come from hazardous substance handling areas or enters hazardous substance handling areas would be collected and tested prior to discharge. Sumps would be built to contain any runoff collected; these would also contain any spills and mixtures of runoff and spills. Sumps could be used to hold runoff until it could be treated and either discharged to the sewer or disposed of as hazardous waste.

E.2 All new hazardous material storage and handling areas would be situated on sealed, reinforced concrete surfaces (inside and outside) to minimize the possibility of environmental contamination in the event of an accidental spill. Areas where hazardous liquids are handled would be enclosed by walls or berms. A roof would also cover all loading, unloading, and handling areas to minimize any rain or moisture coming into contact with hazardous substances. This reduces the risk of rain-associated accidents (slips) and reduces the amount of storm water that needs to be collected and tested prior to discharge. Prior to approval of individual new projects, the San Francisco Fire Department would examine design plans for hazardous substance storage areas during its Fire Code / Building Plan review to ensure compliance with this provision. Documentation of this review shall be added to the administrative record.

E.3 Prior to development of a potentially contaminated site, a Phase I Environmental Site Assessment (ESA) would be performed to evaluate the potential existence or sources of contamination such as USTs as well as the potential for contamination of the site or sites in the vicinity by hazardous substances.

E.4 If warranted, based on findings of the Phase I ESA, detailed site investigations to investigate potential presence of hazardous substances would be performed on any proposed development site where hazardous substances are suspected. In coordination with the Department of Public Health, the site investigation should include the collection of soil and groundwater samples for appropriate laboratory analyses, depending on the historical uses at the site. Sampling would extend to depths expected for excavation at a minimum. Reports of all sampling and analyses should be provided to San Francisco Department of Public Health, Regional Water Quality Control Board or Department of Toxic Substance Control, as appropriate. If further investigation or remediation is necessary, it would be conducted in accordance with agency guidance.

If levels of hazardous substances are found to pose a threat to human health or the environment, a Site Mitigation Plan would be prepared to address the site remediation and submitted to San Francisco Public Health Agency, Regional Water Quality Control Board or Department of Toxic Substance Control for approval. If groundwater contamination is involved, permits will be required from RWQCB for discharge of treated water to the Bay, or from the San Francisco Public Works Department for extracted water to be discharged to the public sewers. If soils containing hazardous materials are excavated, the BAAQMD may impose specific requirements to protect ambient air quality from dust or other airborne contaminants. The Site Mitigation Plan and reports would be added to the administrative record.

In addition to the mitigation measures identified above, projects must conform to existing laws including: SB 14 to ensure reduction of hazardous wastes through Source Reduction Evaluation and Review Plans; San Francisco Fire Department permits required for handling hazardous materials and Hazardous Materials Management Plans required for businesses; required Risk Management and Prevention Program for the City and County; federal, state and local laws and regulations applying to the generation, treatment, storage, transportation, proper handling and disposal of hazardous wastes as enforced by the San Francisco Department of Public Health; Bay Area Air Quality Management District Regulation 11 Rule 2 requirements to identify and manage asbestos to prevent releases during demolition; City and County of San Francisco's lead-based paint prevention program and mandates for safe work practices, public notification, and actions to prevent migration of lead from a construction site; Title 22, *California Code of Regulations*

regulates disposal of fluorescent lights and mercury vapor lamps; *Federal Toxic Substances Control Act* requirements for PCBs; Occupational Safety and Health Administration requirements for implementing site-specific health and safety plans, when applicable; and California Health and Safety Code Section 25157.8, which requires that any soil from the Project Area that is determined to require disposal at a landfill facility and that contains lead in concentrations above 350 ppm will be disposed only at a Class 1 landfill or other approved facility.

V. OTHER CEQA CONSIDERATIONS

A. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21100 (b)(2)(A) of the California Environmental Quality Act (CEQA), and Section 15126.2(b) of the State CEQA Guidelines, this chapter identifies significant impacts that could not be eliminated or reduced to an insignificant level by implementing mitigation measures included as part of the project or by other mitigation measures that could be implemented, identified in Chapter IV, Mitigation Measures. This chapter is subject to final determination by the San Francisco Redevelopment Agency Commission or the San Francisco Planning Commission as part of the certification process for the EIR. If necessary, this chapter will be revised in the Final EIR to reflect the findings of the Agency Commission or Planning Commission.

As discussed in Chapter III, Environmental Setting and Impacts, and Chapter IV, Mitigation Measures, implementation of the proposed Mid-Market Redevelopment Plan would result in the following unavoidable significant adverse effects:

Development Opportunity Sites 1, 2 and 4 include structures that appear to be potential historic architectural resources. Unless further review found that the structures did not meet criteria for eligibility as an historic resource, demolition of any of those structures would be a significant environmental impact of implementation of the Mid-Market Plan.

With increased transit trips generated by implementation of the Mid-Market Plan, ridership on the Mission Corridor of the MUNI Southeast Screenline would increase from about 88 percent to 102 percent of capacity. Ridership on All Other Lines in the Southeast Screenline would increase from about 91 percent of capacity to about 106 percent of capacity. Overall, the Southeast Screenline would be at about 101 percent of capacity. This would be a significant environmental impact of the Mid-Market Plan on transit capacity at these screenlines.

Cumulative effects are by their nature more speculative, because their analysis depends on a prediction of future environmental changes beyond the development assumed with implementation of the proposed Mid-market Plan. However, the proposed Mid-Market Plan would have a considerable contribution to cumulative traffic increases at the Fifth/Mission and Sixth/Brannan intersections. The intersections would operate at LOS E under projected 2020 cumulative conditions, even with traffic mitigation measures that could be implemented by the City and County of San Francisco.

Cumulatively by 2020, while overall peak-hour MUNI ridership would be less than projected capacity at screenlines, at the "All Other Lines" corridor in the Southeast Screenline, MUNI would operate at 108 percent of capacity. Future transit improvements or transit plans may address those MUNI capacity constraints, but the extent of such plans is not known at this time; therefore, this would be a significant cumulative effect on transit capacity. Project-related transit trips would be about 12 percent of total future trips on these lines. The Mid-Market Plan would have a considerable contribution to a significant cumulative effect on transit capacity.

B. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES WHICH WOULD BE INVOLVED IN THE PROPOSED ACTION SHOULD IT BE IMPLEMENTED

Development due to the proposed Mid-Market Plan would require an irreversible commitment of material or natural resources for building construction, such as wood, refined metal, petroleum, sand and gravel, stone, concrete, asphalt, masonry, and water.

Implementing the Mid-Market Plan would result in an irreversible commitment of energy resources, primarily in the form of fossil fuels, including fuel oil, natural gas, and gasoline or diesel fuel for construction equipment and automobiles, and during demolition, construction and ongoing use of the site. Because projects constructed due to Mid-Market Plan implementation would be required to comply with *California Code of Regulations* Title 24, they would not be expected to use energy in a wasteful, inefficient or unnecessary manner.

Implementing the Mid-Market Plan would also irreversibly use water and solid waste landfill resources. However, projects resulting from implementing the Redevelopment Plan would not be expected to involve a large commitment of those resources relative to supply, nor would they be expected to consume any of those resources wastefully, inefficiently or unnecessarily.

Additional vehicle trips due to Mid-Market Plan implementation would contribute to future cumulative air quality impacts from increases in nitrogen oxides and particulate matter.

VI. ALTERNATIVES

A. LEGISLATIVE FRAMEWORK

The primary intent of the alternatives evaluation, as stated in Section 15126.6(a) of the *CEQA Guidelines,* is to "describe a range of reasonable alternatives to the project, or the location of the project, which would feasibly attain the basic objectives of the project but would avoid or substantially lessen any of the significant effects of the project, and evaluate the comparative merits of the alternatives." Further, the *CEQA Guidelines* state that "the discussion of alternatives shall focus on alternatives capable of eliminating any significant adverse environmental effects or reducing them to a level of insignificance, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly." *(CEQA Guidelines,* Section 15126.6(b))

CEQA Guidelines Section 15126.6 requires an analysis of a reasonable range of alternatives that would reduce or eliminate significant impacts of a project, and also requires analysis of the No Project Alternative. The purpose of describing and analyzing the No Project Alternative is to allow decision-makers to compare the impacts of approving the proposed project with the impacts of not approving the proposed project. *CEQA Guidelines* Section 15126.6 (e)(3)(A) provides that "when the project is the revision of an existing land use or regulatory plan, policy or ongoing operation, the 'no project' alternative will be the continuation of the existing plan, policy or operation into the future. Typically this is a situation where other projects initiated under the existing plan will continue while the new plan is developed. Thus, the projected impacts of the proposed plan or alternative plans would be compared to the impacts that would occur under the existing plan." The No Project Alternative in this chapter therefore discusses future conditions in the Project Area if current planning controls continued in the future, and no other Redevelopment actions or incentives were implemented. This No Project Alternative, however, does not assume no further development would occur in the Mid-Market area.

B. ANALYTIC APPROACH

This chapter evaluates alternatives to the proposed Mid-Market Redevelopment Plan and, for each alternative identifies impacts relative to those of the proposed Mid-Market Plan. As a result of implementing the proposed Mid-Market Plan, the plan would generate environmental impacts from: 1) the physical land use changes that would occur due to development, 2) the number of jobs that would be created directly as a result of implementing the Mid-Market Plan, and 3) the number of additional residents due to Plan implementation.

In formulating the project alternatives, the CEQA standard of analyzing alternatives that would lessen potentially significant project effects and whose effects can be reasonably ascertained was used. Implementation of the proposed Mid-Market Plan could result in demolition of significant architectural resources. Section III.F, Cultural Resources, identifies three Development Opportunity Sites which include architectural resources that are potentially eligible for the National Register of Historic Places, either individually, or as contributing to historic districts. Demolition of these structures, as part of the development of an Opportunity Site, would be an unavoidable adverse effect of the Mid-Market Plan. All other potential impacts could be mitigated by implementing project-specific mitigation measures for specific projects in the Project Area.

The Mid-Market Plan would contribute to cumulative traffic growth at one intersection that could not be mitigated to acceptable levels of service. The Mid-Market Plan would contribute to transit ridership growth that would exceed capacity on the MUNI Southeast Screenline – All Other Lines corridor. Those effects would be unavoidable significant cumulative effects.

This chapter evaluates two alternatives to the proposed Mid-Market Plan. The first is the No Project Alternative – Existing Controls that assumes that no redevelopment plan would be implemented in the Project Area. Development would still occur, but at about 40 percent of the level identified for the proposed Mid-Market Plan. The second alternative assumes that a redevelopment plan would be implemented, but only 80 percent of the development would occur over a 20-year build-out period compared to the proposed full build-out analyzed for the Mid-Market Plan. The 80 Percent Alternative is intended to identify whether a reduced level of buildout in the Project Area would affect conclusions regarding significant environmental effects. The alternative is not under consideration as a revised or more limited approach to the Mid-Market Plan. Table 24, Proposed and Alternative Land Use change in the Project Area, compares the expected land use changes with the proposed Mid-Market Plan, the No Project Alternative - Existing Controls, and the 80 Percent Growth Alternative.

TABLE 24
PROPOSED AND ALTERNATIVE LAND USE CHANGE IN THE PROJECT AREA

	Mid-Market Plan Projections	No Project, Alternative - Existing Controls	80% Growth Alternative
Housing	2,800,000	1,120,000	2,290,000
Office	925,000	370,000	740,000
Institutional	54,000	21,600	43,200
Retail	200,000	80,000	160,000
Hotel	325,000	130,000	260,000
Theater and Arts	193,000	77,200	154,400
TOTALS	5,125,000	2,050,000	4,100,000

Note: Gross square feet of development, rounded
Source: San Francisco Redevelopment Agency; EIP Associates; Pittman & Associates

C. NO PROJECT ALTERNATIVE – EXISTING CONTROLS

DESCRIPTION

The No Project Alternative assumes that the Redevelopment Agency would not adopt and implement the Mid-Market Redevelopment Plan. Development that would take place in the Project Area would proceed without the participation of the SFRA and the incentives of the Mid-Market Plan. Additional business and housing growth would still occur within the Project Area; however, it would be created without the incentives as provided by the proposed Mid-Market Plan. Affordable housing, affordable office, and cultural activity space would also be expected to have more limited growth potential with the No Project Alternative.

Growth that would be expected to occur without the Mid-Market Plan was estimated by using annual growth rates rather than an assuming development of specific opportunity sites. Citywide, jobs are expected to grow at a 0.8 percent annual average rate for the next 20 years. Applying this growth rate to the Project Area would result in job growth of about 1,800 jobs, by 2020 compared to 5,390 new jobs by 2020, projected with the Mid-Market Plan.

Given the efforts underway to build housing in San Francisco and the existence of underutilized sites in the Project Area, housing is anticipated to grow at a faster rate than the citywide average even under the No Project Alternative. Citywide, the number of housing units is forecast to increase by 0.25 percent annually; housing growth in the Project Area would total about 1,000 units over 20 years.

IMPACTS

Population and Employment

The No Project Alternative – Existing Controls would result in an increase of about 1,800 net new jobs (or about 2,500 total jobs, taking into account jobs displaced on development sites) in the next 20 years compared to an increase of about 5,390 net new jobs (or about 6,890 total new jobs) with the proposed Mid-Market Plan.

Housing development under the No Project Alternative would be about 1,000 units by 2020, compared to 3,300 with the Plan.

While the project's effects on population and housing would not occur with the No Project Alternative, changes associated with the development under the proposed Mid-Market Plan which would generally be considered positive, such as increased community-serving office space and theater and arts activities, would not occur.

Land Use

Table 24, above, compares the land use projections for the proposed Mid-Market Plan for the Existing Controls Alternative. As shown, the Existing Controls would result in a substantially lower level of new development or rehabilitation activities than would the proposed Mid-Market Plan.

Visual Quality, Shadow and Wind

Implementation of the Mid-Market Plan would not have significant adverse visual effects. Reduced development under the No Project Alternative would also not have significant visual quality effects. Potential project-specific adverse shadow or wind effects with the No Project Alternative would be subject to the same setting conditions and Planning Code controls as with the Mid-Market Plan. Potential shadow and wind effects due to a smaller magnitude of development may be less overall than with implementation of the Mid-Market Plan. These are development-specific impacts, however, that would be analyzed when individual development projects are submitted for review and approval.

Cultural Resources

Impacts to subsurface cultural resources would be expected to be similar or less than the project with the No Project Alternative, because less new development with subsurface excavation would be expected to occur. Site-specific effects would be subject to the same regulations as the proposed Mid-Market Plan.

The impacts to historic and architectural resources that could occur under the No Project Alternative would be expanded to be generally similar, or less than those of the proposed Mid-Market Plan because less development would occur. Individual projects that would otherwise occur without the proposed Mid-Market Plan would continue to pose potential adverse impacts to historic resources in the Project Area. Existing procedures required for development that might affect National Register or State Register eligible properties, City Landmarks, Significant Buildings identified by the *Planning Code,* would continue to offer protection to historic resources.

Transportation

Less-than-significant traffic, transit, parking, pedestrian, bicycle, and loading conditions would occur with the proposed Mid-Market Plan or with the No Project Alternative. The No Project

Alternative would not cause transit capacity to be exceeded on the MUNI Southeast Screenline. The level of service would degrade on many of the Project Area intersections under cumulative conditions. These significant cumulative effects, including the LOS F at Sixth/Brannan would be essentially the same with the No Project Alternative as with Mid-Market Plan conditions, even with a lower contribution from Project Area traffic to future cumulative conditions.

Air Quality

Construction-related dust and equipment emissions would occur with the No Project Alternative, although at about 40 percent of similar emissions that would occur due to implementing the proposed Mid-Market Plan. Both would result in less-than-significant construction-related emissions by implementing measures required by the BAAQMD.

Regional vehicular emissions associated with long-term Plan-related traffic would be at about 40 percent of those emissions with this alternative, both which would result in less-than-significant effects. Localized carbon monoxide concentrations would not be significant in the future, with or without the Mid-Market Plan, due to technological improvements in emissions control.

Noise

Few noise incompatibility problems were identified in the Project Area, as little industrial development can be found. The Project Area contains a number of nighttime activities, however, including theaters in and adjacent to the Theater District. Currently, some residential uses are immediately adjacent to theaters. This situation would be expected to continue under the No Project Alternative. With implementation of the Mid-Market Plan, more housing would potentially be constructed adjacent to theaters, which would mean there would be greater potential for noise conflicts due to nighttime activities at the theaters under the proposed plan.

Short-term construction-related and long-term operational noise increases that would result from specific project-related development or expansion projects would occur less frequently than with the proposed Mid-Market Plan. Such impacts would be localized in nature and the extent or significance of such impacts would vary with each specific project. Because some development would still occur in the Project Area with this alternative, noise increases related to project construction and operation could still occur at project-specific locations. As noted in the impact analysis, Article 29 of the Municipal Police Code regulates construction and operational noise.

Hazardous Materials

Existing conditions regarding the presence of hazardous materials in the Project Area associated either with existing business operations or with previous land uses, would remain with the No Project Alternative. Hazardous material handling associated with existing businesses would continue to be regulated, although the potential remains for accidental spills, unauthorized releases or mishaps to occur regardless of the Mid-Market Plan implementation. For identified sites *(i.e.,* those listed in regulatory files) potentially contaminated with hazardous materials, investigations and remediation would continue as required by regulatory agencies.

The potential to encounter additional hazardous materials sites due to development within the Project Area would be less with this alternative than with the Mid-Market Plan, because development would be about 40 percent of development without the Plan. As with other proposed development requiring demolition, excavation or grading, there would be potential of encountering hazardous materials in the Project Area, regardless of the Mid-Market Plan implementation. This alternative would potentially provide less remediation of contaminated sites compared to the Mid-Market Plan.

Geology and Seismicity

Less-than-significant geologic and seismic impacts would be essentially the same for the No Project Alternative as for the proposed Mid-Market Plan. This alternative would be less likely to result in the demolition of older structures than would the proposed Mid-Market Plan. Thus a greater potential exists for the continued occupation of older structures not subject to newer life-safety requirements than with the proposed Mid-Market Plan, potentially leaving more people at greater risk due to seismic impacts than people living and/or working in safer, more modern structures. The Unreinforced Masonary Buildings (UMB) Ordinance that applies to seismic upgrading of unreinforced masonry buildings would still apply to such buildings in the area.

Public Services

Development under the No Project Alternative would be generally similar to, but reduced in scale than development of the proposed Mid-Market Plan. Thus, this alternative would generate proportionally less future demand for police, fire, schools, and community services than would the proposed Mid-Market Plan. However, fewer infrastructure improvements would be made in the Project Area compared to improvements made as part of the proposed Mid-Market Plan, including but not limited to improved street lighting, and improved streets and sidewalks.

Public Utilities

Development under the No Project Alternative would be generally similar to, but about 40 percent of development with the proposed Mid-Market Plan. Thus this alternative would generate proportionally less future demand for water supplies, and wastewater and solid waste disposal than would the proposed Mid-Market Plan.

D. EIGHTY PERCENT DEVELOPMENT ALTERNATIVE

DESCRIPTION

The Eighty Percent Development Alternative would implement the proposed Mid-Market Plan in the Project Area. As discussed in Chapter II, Project Description, the land use scenario with implementation of the Mid-Market Plan is conservative and assumes maximum floor-area buildout on Development Opportunity Sites and Rehabilitation Opportunity Sites. This alternative assumes that actual buildout under the Plan would be at 80 percent of the project scenario. As with the Mid-Market Plan, additional growth would occur within the Project Area; however, either 1) fewer controls or incentives would be introduced into the Project Area or 2) the actual level of development due to Mid-Market Plan implementation could be less than estimated.

IMPACTS

Land Use

Table 24, p. 217, compares the land use projections for the proposed Mid-Market Plan and for the 80 Percent Alternative. Under this alternative, land use changes that are intended to eliminate economic and physical blight within the Project Area would not occur, although the majority of such changes would be expected to be implemented.

Population and Employment

The Eighty Percent Development Alternative would result in an increase of about 4,300 net new jobs (or about 5,800 total jobs) within the next 20 years compared to an increase of about 5,390 net new jobs (or about 6,890 total new jobs) with the proposed Mid-Market Plan.

This alternative would increase the number of households by about 3,690 in 2020, compared to an increase of about 3,300 with the proposed Mid-Market Plan. The total residential population in the Project Area would increase to about 8,400 with this alternative compared to about 9,700 with the proposed plan. About 5,300 new residents would live in the Project Area compared to about 6,600 new residents with the Mid-Market Plan.

While no adverse effects on population and housing would result from the Eighty Percent Development Alternative, fewer beneficial impacts associated with the business and housing development of the proposed Mid-Market Plan would occur. This alternative would contribute to the overall improvement of the jobs/housing balance by increasing the residential population more than increasing the number of employees, as would the Mid-Market Plan.

Visual Quality, Shadow and Wind

The Mid-Market Plan would not have significant adverse visual effects. Reduced development under the No Project Alternative would also not have significant visual quality effects. Potential project-specific adverse shadow or wind effects with the No Project Alternative would be subject to the same *Planning Code* requirements as with the Mid-Market Plan.

Potential shadow and wind effects due to a smaller magnitude of development may be less overall than with implementation of the Mid-Market Plan. These are development-specific impacts, however, that would be analyzed when individual development projects are submitted for review and approval.

Cultural Resources

Impacts to subsurface cultural resources would be expected to be similar, but somewhat less with the Eighty Percent Development Alternative as with the proposed Mid-Market Plan.

The impacts to historic and architectural resources that could occur under the Eighty Percent Development Alternative would be generally similar to those of the proposed Mid-Market Plan. About 80 percent of the individual projects that would occur with implementation of the proposed Mid-Market Plan would be expected to occur with this alternative so that potential adverse impacts to historic resources in the Project Area would be correspondingly expected to be less. Existing procedures required for development that might affect National Register or State Register eligible properties, City Landmarks, Significant Buildings identified by the *Planning Code,* would continue to offer some protections to these historic resources. Because about 20 percent less development is expected to occur with the Eighty Percent Development Alternative compared to the proposed Mid-Market Plan, this alternative could lead to a reduced potential of total number of cultural resources that could be affected.

Transportation

Less-than-significant traffic, transit, parking, pedestrian, bicycle, and loading conditions would occur with the proposed Mid-Market Plan build-out or with the Eighty Percent Development Alternative. The level of service would degrade on many of the Projects Area intersections under cumulative conditions; the Alternative would contribute to a significant cumulative effect at the Sixth/Brannan intersection. These significant cumulative effects would be essentially the same with the Eighty Percent Development Alternative as with Redevelopment Plan conditions.

Air Quality

Construction-related dust and equipment emissions would occur with the Eighty Percent Development Alternative, although at about 80 percent of similar emissions that would occur due to implementing the proposed Mid-Market Plan build-out. Both would result in less-than-significant construction-related emissions by implementing measures required by the BAAQMD.

Regional vehicular emissions associated with long-term Plan-related traffic would be at about 80 percent of those emissions with this alternative, both which would result in less-than-significant effects. Localized carbon monoxide concentrations would not be significant in the future, with this alternative or with the Mid-Market Plan, due to technological improvements in emissions control.

Noise

Few noise incompatibility problems were identified in the Project Area, as little industrial development can be found. The Project Area contains a number of nighttime activities, however, including theaters in and adjacent to the Theater District. Currently, some residential uses are immediately adjacent to theaters. This situation would most likely continue under the Eighty Percent Development Alternative. With implementation of the Mid-Market Plan, more housing would be constructed adjacent to theaters than with this alternative, which could increase the potential for noise conflicts due to nighttime activities at the theaters.

Short-term construction-related and long-term operational noise increases that would result from specific project-related development or expansion projects would occur less frequently with this alternative than with the proposed Mid-Market Plan build-out. Such impacts would be localized in nature and the extent or significance of such impacts would vary with each specific project. Because some development would still occur in the Project Area with this alternative, noise increases related to project construction and operation could still occur at project-specific locations.

Hazardous Materials

Existing conditions regarding the presence of hazardous materials in the Project Area associated either with existing business operations or with previous land uses, would remain as is. Hazardous material handling associated with existing businesses would continue to be regulated, although the potential remains for accidental spills, unauthorized releases or mishaps to occur regardless of Mid-Market Plan implementation. For identified sites (i.e., those listed in regulatory files) potentially contaminated with hazardous materials, investigations and remediation would continue as required by regulatory agencies. The potential to encounter additional hazardous materials sites due to development or expansion of business within the Project Area would be less with this alternative than with the full Mid-Market Plan build-out. As with any proposed development requiring demolition, excavation or grading, there would be potential of encountering hazardous materials in the Project Area, with either this alternative or with Mid-Market Plan implementation. Improvements to existing facilities for handling hazardous materials would occur, but at a lesser rate than associated with the Mid-Market Plan.

Geology and Seismicity

Less-than-significant geologic and seismic impacts would be essentially the same for the Eighty Percent Development Alternative as for the proposed Mid-Market Plan. This alternative would be less likely to result in the demolition of as many older structures as would the proposed Mid-Market Plan. Thus, a greater potential exists for the continued occupation of older structures not subject to newer life-safety requirements than with the proposed Mid-Market Plan, potentially leaving more people at greater risk due to seismic impacts than people living and/or working in safer, more modern structures. The UMB Ordinance would continue to apply to older unreinforced masonry buildings.

Public Services

Development under the Eighty Percent Development Alternative would be generally similar to, but about 20 percent less than those with the proposed Mid-Market Plan. Thus, this alternative would generate proportionally less future demand for police, fire, schools, and community services than would the proposed Mid-Market Plan. It is unknown if the same amount of infrastructure improvements would be made in the Project Area compared to improvements made as part of the proposed Mid-Market Plan, including but not limited to improved street lighting, and improved streets and sidewalks.

Public Utilities

Development under the Eighty Percent Development Alternative would be generally similar to, but about 20 percent less than with development of the proposed Mid-Market Plan. Thus this alternative would generate proportionally less future demand for water supplies, and wastewater and solid waste disposal than would the proposed Mid-Market Plan.

E. ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The Eighty Percent Development Alternative would be the Environmentally Superior Alternative. This alternative would result in fewer potentially significant effects on historic structures than would the Mid-Market Plan. Although this alternative would result in less development, its contribution to significant cumulative traffic effects would be essentially the same as with the Mid-Market Plan, while still achieving goals of the Mid-Market Plan. This alternative would contribute less to potentially less-than-significant noise conflicts between existing nighttime theater activities and adjacent residential uses than would the Mid-Market Plan. This alternative would have beneficial effects from seismic upgrading and blight removal as with the proposed Mid-Market Plan, but at a reduced level.

VII. DRAFT EIR DISTRIBUTION LIST

Copies of this Draft EIR or Notices of Availability and Draft EIR hearing were mailed or delivered to the following public agencies, organizations, and individuals. In addition, Notices of Availability were sent to property owners and other interested parties within the proposed Mid-Market Redevelopment Plan Project Area.

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IX. COMMENTS AND RESPONSES

A. INTRODUCTION

ORGANIZATION OF COMMENTS AND RESPONSES

This document contains the comments received on the Draft Environmental Impact Report (DEIR) prepared for the proposed Mid-Market Redevelopment Plan (Mid-Market Plan), and responses to those comments. Also included are errata and staff-initiated text changes to the DEIR.

Section B presents a list of those who provided written comments or oral testimony at the public hearings on the DEIR.

Section C, Comments and Responses, presents substantive comments made at DEIR public hearings before the San Francisco Redevelopment Agency Commission on October 29, 2002, and the Planning Commission on December 12, 2002, and all written comments received during the DEIR public review period from September 28, 2002, to December 17, 2002. The comments are presented herein by direct quotation, edited to delete repetition and non-substantive materials only. In some instances, minor edits have been made to the public hearing transcript; changes other than editorial corrections are noted.

Comments and responses are grouped by subject matter and are generally arranged by topic corresponding to the Table of Contents in the DEIR. The order in which comments are presented may vary from the original letter or testimony. Each group of comments is followed by its set of responses. The order of responses under each topic follows the order of the comments. The responses occasionally include changes in, or additions to, the text of the DEIR. These modifications are indented within the response to make them easily discernible. Newly inserted words and phrases are double underlined, as are new sentences that are incorporated into existing text. Text that is deleted is denoted with ~~strike through~~. As the subject matter of one topic may overlap that of other topics, the reader must occasionally refer to more than one group of comments and responses to review all information on a given subject. Where this occurs, cross references are provided.

Some comments do not pertain to the scope of the DEIR, which is limited by the California Environmental Quality Act (CEQA) to analyze the physical environmental impacts of the proposed Mid-Market Plan. As such, these comments are mentioned as falling outside of the CEQA requirements for an EIR, but responses are included for informational purposes and to affirm that the commenter's concerns will be distributed to the decision makers for their consideration in approving the project, including the adoption of the Redevelopment Plan.

These comments and responses will be incorporated into the Final EIR as a new chapter. Any text changes resulting from Comments and Responses will also be incorporated into the Final EIR, as indicated in the Responses. The public hearing transcript, a copy of all letters received during the public review period, and background documentation for this DEIR are available for public review by appointment at the San Francisco Redevelopment Agency, 770 Golden Gate Avenue, San Francisco.

B. LIST OF COMMENTERS

Michael J. Antonini, Planning Commission (Planning Commission hearing, December 12, 2002)

Barbara J. Cook, P.E., Chief, Northern California-Coastal Cleanup Operations Branch, Department of Toxic Substances Control (written comments, October 28, 2002)

Sam Dodge, Central City SRD Collaborative (Planning Commission hearing, December 12, 2002)

Alicia Duke (Redevelopment Agency Commission hearing, October 29, 2002)

Anthony Faber, Mid-Market PAC (written comments, October 22, 2002, and Planning Commission Hearing, December 12, 2002)

Brett Gladstone, San Francisco Planning and Urban Research Association (SPUR)

Tammy Ho (Planning Commission hearing, December 12, 2002)

Ardis D. Jerome (written comments, December 7, 2002)

Tim Kelley, President, Landmarks Preservation Advisory Board (written comments, December 6, 2002)

Richard Livingston, Mid-Market PAC member (written comments, November 23, 2002)

James D. Lowe, Transit Planner, MUNI (written comments, October 17, 2002)

Marvis Phillips, North of Market Planning Coalition (telephone comments to SFRA, November 4, 2002)

Alfred Poon, Land Agent, South Coast Area-San Jose, Pacific Gas & Electric (written comments, October 29, 2002)

Randy Shaw, Executive Director, Tenderloin Housing Clinic (written comments, December 9 and December 10, 2002)

James F. Thacher, Thacher, Albrecht & Ratcliff (written comments, November 14, 2002)

Bruce Windrem (Redevelopment Agency Commission hearing, October 29, 2002)

Dee Dee Workman, Executive Director, San Francisco Beautiful (written comments, December 9 and December 10, 2002)

Byron Yee, Mid-Market PAC Chairperson (Redevelopment Agency Commission hearing, October 29, 2002)

Alan R. Zahradnik, Planning Director, Golden Gate Bridge-Highway & Transportation District (written comments, November 12, 2002)

C. COMMENTS AND RESPONSES

GENERAL

Comments

According to the draft EIR, many of those buildings and empty lots are due to be either rehabilitated or built upon. The entire Mid-Market area I'm very familiar with. I've worked in it. I've lived in it. I'm associated with many organizations within it, and I feel that many of the things the Mid-Market PAC has done in their work is absolutely sensational when compared to other PACs around the City. I have gone to most of their meetings from time to time just to see how they're developing or how things are going. I would ask that everyone take a really good, hard look at this draft EIR. I think it is one of the best I've seen prepared anywhere in the country, and I've worked on this type of thing for many years. I would ask that our guests in the audience and all members of the public living in the Mid-Market area take the time to go and study parts of this draft that affect their particular neighborhood and then think how the other parts of the draft would affect the entire neighborhood. It is a huge area with so many different, great groups of people living within it, all of whom have such great diversity to offer the city of San Francisco. I ask that you all consider everything very carefully before making any decisions. (*Alicia Duke, Senior Action Network)*

I have gone through the EIR myself, not 100 percent, but I have went through it enough to see that there's a lot of work done. It's because the Mid-Market PAC has put in a lot of work into this document with the consensus of all of the PAC members, and they have worked very hard not only on their regular monthly meetings, but also at weekly project meetings. So what you see there is a work product of the Mid-Market PAC, the staff, as well and everything in there seems very comprehensive and is very well put together. So I would urge everybody's support in this EIR, and hopefully when this plan gets adopted, that we will have a very good redevelopment area to be proud of. *(Byron Yee, Chair, Mid-Market PAC)*

This Mid-Market proposal was started in the mid-1990s when the Mayor put together a group of citizens, sort of a citizens advisory committee, now called the Project Area Committee. The citizens of Mid-Market elected a group to this Project Area Committee as an oversight committee to the agency. SPUR was elected in the mid-1990s as one of the members of the advisory committee. And myself as chair of the SPUR committee on Mid-Market have been sitting, attending meetings weekly, for seven years of the Project Area Committee and its subcommittees. SPUR believes on the whole that the EIR [is] adequate. SPUR has a committee that has some minor corrections to the EIR, which will be submitted in writing to the Agency before the deadline of December 17th. SPUR is extremely pleased that after seven years of outreach, wonderful outreach and a lot of good consensus building, that we have reached the point of coming to you with an environmental impact report and will be coming to you, hopefully in a few months, in the spring with a final project for your approval.

I myself, having seen many Redevelopment area committees, oversight committees, have to say that this one has moved more smoothly and there's been more consensus here than I've seen in a great deal of other committees. We're pleased—SPUR has been pleased to be a part of it from the start, and we look forward to your consideration favorably of the environmental document before you. *(Brett Gladstone, SPUR)*

Response

The preceding group of comments express positions on the proposed project itself or general comments on the DEIR. They do not raise specific questions about the content or adequacy of the DEIR. No response is required.

Comment

I'm one of the few that has actually read the thing. And I found, insofar as I'm not an environmental person, and they don't go into detail on how exactly they come up with these projections and stuff, but I found it complete, and, you know, there were a few quibbles here and there, but, basically, I think it's fine. And I think that you should approve it or whatever you're going to be doing with it. *(Anthony Faber, Mid-Market PAC)*

Response

The comment is noted. The DEIR presents information and analysis on the Mid-Market Plan on the basis of development scenarios described on DEIR pp. 14-16. These land use projections and related analyses of population, employment and housing, and transportation are summarized in the DEIR. The background documents for the projections are available for public review as part of the project file at the San Francisco Redevelopment Agency.

Comment

The makeup of the Mid-Market PAC is heavily favored against their interests, or just against them, I would say. I feel like the distribution of seats does not really favor the people that actually live there, you know, and the whole kind of background where you get to this point. *(Sam Dodge, Central City SRO Collaborative)*

Response

Pursuant to CRL Section 33385(c), the project area committee is limited to elected representatives of residential owner occupants, residential tenants, business owners, and existing organizations within the project area. The CRL also requires each group to be adequately represented.

In Chapter III, on p. 45, Table 3 shows the distribution of existing space in the Project Area and gives a sense of the proportion of residential to other uses within the district. Residential Hotels comprise 8% of existing space and Residential uses comprise 5% of existing space. Together Residential uses comprise 13% of existing space. Currently the Mid-Market Project Area Committee (PAC) is comprised of 33 seats, of which seven are reserved for residential tenants, making up approximately 21% of the PAC.

Pursuant to CRL Section 33385(d)(1), a new election of the PAC will be held within 100 days after adoption of the Mid-Market Plan. Election of PAC members must be conducted in accordance with the election procedures adopted by the Board of Supervisors (in its roles as legislative body of the Agency) to carry out the CRL's requirements.

In recognition of the Plan's goal to increase residential development, the PAC voted at its October 2002 meeting to propose to the Board of Supervisors that, upon Plan adoption, the newly elected PAC be comprised of 37 seats, of which six would be reserved for residential tenants and one for a community organization that would specifically represent the interests of residential tenants, making up approximately 19% of the PAC. In addition, two seats have been added that would be reserved for community serving organizations—one to serve the interests of the South of Market community and the other to serve the interests of the North of

Market community—with the intent that these organizations would also provide a balance between residential and commercial interests. The table below presents a detailed comparison of the current PAC composition and the proposed PAC composition following Plan adoption.

**PROPOSED FUTURE
MID-MARKET PAC COMPOSITION**

	Current Seats		Seats Following Plan Adoption	
Representation	**Number of Seats**	**% of Total Seats**	**Number of Seats**	**% of Total Seats**
Owner/ Tenant				
Commercial Property Owner	10	30	10	27
Residential Tenant	7	21	6	16
Commercial Tenant	5	15	5	14
Residential Owner Occupant	3	9	2	5
Subtotal	**25**	**76**	**23**	**62**
Community Based Organizations				
Arts and Cultural Organizations	2	6	3	8
Business Associations	2	6	2	5
Social Service Organizations	1	3	2	5
Civic Organizations	2	6	1	3
Community Development Org.	1	3	1	3
Historic Preservation Org.	0	0	1	3
Residential Tenant Representation Org.	0	0	1	3
Apartment Owners Org.	0	0	1	3
North of Market Neighborhood Org.	0	0	1	3
South of Market Neighborhood Org.	0	0	1	3
Subtotal	**8**	24	**14**	38
Total Seats	**33**	**100**	**37**	**100**

PROJECT DESCRIPTION

Comments

Lodged concerns with the Agency and its Commission about the proposed Mid-Market redevelopment plan, specifically that the project boundary still included North of Market parcels that the Planning Coalition had rejected about 3 or 4 months ago at a town meeting with Agency staff. (*Marvis Phillips, North of Market Planning Coalition*)

Response

The DEIR analyzed the project as defined by the SFRA. The commenter's concerns will be transmitted, as part of these Comments and Responses, to the decision makers for their consideration in approving the project, including adopting the Redevelopment Area. The DEIR, by including these parcels north of Market Street, presents a conservative analysis of the impacts of the Mid-Market Redevelopment Plan. If excluded from the adopted plan, these parcels might not be developed, or developed to a greater or lesser extent than envisioned by the plan. Subsequent development of these parcels, were they to be excluded from the Project Area, would be subject to review under CEQA.

Project Description – Mid-Market Area Characteristics and Blighting Conditions

Comment

Recent California case law demonstrates that redevelopment agencies must do more than simply declare blight; rather, a factual basis for a finding of blighted conditions must exist.

The EIR's description of the area's blight fails to address several key facts. First, property values increased dramatically from 1995 to 2001 in the area of Mid-Market most often perceived as being blighted (i.e., Market between Sixth and Seventh Streets). The EIR's doubtful claim that "most of the structures in the Project Area show some form of deferred maintenance … or greater deterioration" is allegedly "corroborated" by two factors, "a high volume of building code violations and a high number of unreinforced masonry buildings." In truth, neither of these facts "corroborate" the claim of blight.

The presence of unreinforced masonry buildings is irrelevant to the Mid-Market's suitability as a Project Area. Both city and state law require compliance with seismic upgrade laws by dates certain. Owners will either comply voluntarily or face city legal action that will result in involuntary compliance. The compliance process is entirely independent of the Redevelopment Agency, and the problem will be solved without Agency resources.

Nor do Building Code violations support a finding of blight. The conclusion that a "high volume" of violations exist in the Project Area is meaningless without data comparing the per parcel number of violations with other areas of the city. The Mid-Market probably has relatively fewer violations than the Tenderloin or Mission. Moreover, there is little connection between the Redevelopment Agency and code compliance—the Sixth Street Redevelopment Area has far more code violations than Mid-Market, despite being under Agency control for a decade.

Many of the alleged "high volume" of violations likely reflect buildings vacated and unused while awaiting renovation with private funds. During the late 1990s, tenants were evicted from commercial buildings throughout the proposed Area in order for owners to obtain higher rents. An analysis of the causes of vacancies should be conducted.

Other factors supporting the finding of blight-reduced lease rates, the presence of adult-oriented businesses, public drunkenness, illegal drug use, aggressive panhandling---are set forth without any factual or empirical basis. If the above criteria are sufficient for a finding of blight, then most of the neighborhoods in a city with the highest residential and commercial property values in America are in fact "blighted."

The EIR makes no attempt to compare the "blighted" condition of Mid-Market with conditions in other neighborhoods. One area of comparison is real estate values. Vacant buildings in Mid-Market sold for over $6,000,000 in the late 1990s, nearly a tenfold increase in less than a decade. Such booming real estate values are inconsistent with a finding that "blight" exists, and the EIR makes no effort to reconcile these rising property values with its conclusions.

Absent Redevelopment Agency action, property taxes in the Mid-Market area will increase by tens of millions of dollars in the next ten to fifteen years. By that time, all of the ongoing renovation projects will be completed, and the Federal Building at Seventh and Market will have been built. Before these tens of millions are diverted from the City's General Fund, an EIR must be produced that cites facts and figures, not mere conclusory allegations. *(Randy Shaw, Tenderloin Housing Clinic)*

We work with residential hotels. And in the triangle blocks that cut into the Tenderloin and many of the blocks south of Market there, there's a heavy concentration of low income tenants living in residential hotels and low-cost apartments.

And, you know, what I'm just really curious about is how is blight defined? Because the Redevelopment Agency is charged with fighting blight, and it seems to come back to the definition is blight is what we call it. And I guess it's a very tricky thing to really define blight in all circumstances. I understand sometimes it's underutilized areas in a Planning Department sense. I'm sure you can see that. Aggressive panhandling—is that blight? How do you define it? Is it someone living without a home, or is it someone aggressive panhandling? I came here to ask how are they defining blight for this project. And, hopefully, that can be answered out of this. And also, some of these buildings have sold for millions of dollars in that area. Is it a blighted area? And that's right in the middle of it. People right now speculate on that land and have projects going on that land, and things are happening. Would this money be better used in a case by case, applying government money? Is that better than having a full redevelopment area? These are the kinds of decisions that will be decided later. But just again, I would just like to see the cost of recent sales of buildings on that land, in that area, and maybe, you know, how long they've had to be on the market. Maybe that would help. Is this really a blighted area of town? *(Sam Notch)*

Response

The DEIR is not intended to serve (and California law does not require the DEIR to serve) as the basis for the blight findings required by the Community Redevelopment Law (CRL)

Section 33031. Rather, as required by the CRL, the basis for findings of blight is addressed separately in the SFRA's Preliminary Report for the Mid-Market Redevelopment Project (Preliminary Report) and will be presented before and during hearings on the Redevelopment Plan.

The commenter is referred to the Preliminary Report for information regarding conditions of blight in the proposed Project Area. In addition, data that supports such blight findings will be presented during the public hearing on the Plan.

Analysis Scenarios

Comment

Landmarks Board members agreed that the DEIR's division of identified historical resources into "Sites of Opportunity" and "Sites of Rehabilitation" appears to create a differential in the ultimate consideration and treatment of the two categories. It was felt strongly that the DEIR should fully explain the derivation of these two groups, and exactly how they were determined. *(Tim Kelley, President, Landmarks Preservation Advisory Board)*

Response

Chapter II, Project Description, Section K. Analysis Scenario, DEIR p. 14, describes Development Sites and Rehabilitation Sites. To clarify the deviation of the scenarios, the first two paragraphs on DEIR p. 14 are revised as follows:

> The SFRA has identified potential development sites in the proposed Project Area for a development scenario for purposes of environmental analysis. The sites include Development Opportunity Sites (Development Sites) and Rehabilitation Opportunity Sites (Rehabilitation Sites) (see Figure 3). Development Sites include vacant sites, parking lots, and sites that would be developed after existing buildings were demolished. Development Sites might include sites where new construction would primarily occur, accompanied by retention and reuse of structures, or portions of structures, deemed to be of historic or architectural merit. Rehabilitation Sites include buildings that are considered to have architectural merit or are otherwise suitable for rehabilitation and reuse without major new construction on the site. The project scenario would thus encourage both new development and rehabilitation/reuse of older structures, on Rehabilitation sites, and in some cases on Development sites.
>
> The scenario, as outlined below for total new development by land use, is based on the current zoning controls in the *Planning Code* and the proposed Mid-Market SUD and on Mid-Market goals for the future mix of uses. The scenario assumes all the Development Sites or Rehabilitation Sites would use the full FAR permitted under

> those zoning controls (generally 6:1 in most of the Project Area). This approach is considered conservative because it overestimates the potential impacts of the Plan by relying on the FAR as the sole standard for development while, in reality, other standards such as height and bulk limits, allowable lot coverage for housing development, or massing to preserve sunlight access to parks and sidewalks, or to reduce ground level wind currents, would, in effect, reduce the development potential. In addition, [t]he scenario also assumes that about 35% of the Development Sites would be developed with FAR bonuses, up to 9:1, achievable under current *Planning Code* provisions ~~for~~ enabling Transfer of Development Rights (TDR) from buildings of architectural merit ~~or other bonuses proposed in the Mid-Market Plan, such as for housing. This full use of base FAR and bonuses can be considered conservative; that is, specific development projects might not achieve the total allowable FAR on a given site, because of height and bulk requirements or other design constraints. Therefore, the impact analysis in this EIR may conservatively over-estimate impacts~~ or from proposed incentives for the development of housing and/or the construction or renovation of spaces for arts, cultural or entertainment activities. By assuming that a 35% ratio of Development Sites would maximize development potential through the use of those incentives, the analysis takes a more conservative approach which considers, among other things, a) the eventual transfer of the development impacts from the selected sites (in case some of theses do not get developed as expected) to other sites within the area; b) the sole applicability of the FAR as the only development standard; c) the financial ability of some developers to acquire TDR from buildings of architectural merit, and/or d) the potential of some development sites to accommodate arts, cultural or entertainment facilities by creation of new facilities or renovation of existing ones. Likewise, the potential impacts of housing development, which is proposed to be exempt from FAR limits, would be off-set by the applicability of existing height and bulk controls, and by proposed standards that control lot coverage, separation between buildings and by requirements to assure access of air and sunlight to all residential units.

Rehabilitation Sites were identified on the basis of *Planning Code* Article 11, which designates buildings of architectural importance in the C-3 districts, as discussed on DEIR p. 87, as well as other structures that, while not formally designated in Article 11, would be suitable sites for reuse or rehabilitation. As noted on DEIR p. 14, Development Sites might include retention and reuse of structures, or portions of structures, deemed to be of historic or architectural merit. Section III.F, Cultural Resources, pp. 85-92, reviews architectural and historic merit of buildings throughout the proposed Project Area. DEIR pp. 97-100 discusses potential effects on historic resources on Development Sites and concludes that demolition of structures on Sites 1, 2, and 4 could be a significant adverse effect, as listed on Table 10, DEIR p. 98. Chapter IV, Mitigation Measures, on DEIR p. 205, includes Measure A.7 to ensure that rehabilitation of structures on Development Sites would meet the Secretary of the Interior's

Standards for the Treatment of Historic Properties, to avoid significant adverse effects. Thus, the DEIR analysis reviews the potential development scenario and identifies structures on Development Sites that would merit treatment as historic or architectural resources.

The Redevelopment Plan contemplates that the Agency would invest in the district as funds are available and as opportunities allow. The development opportunities identified in the EIR were based on a "soft site" analysis and, in addition, assumed a scenario that property owners would be active developers of their properties. Some properties, however, could continue to experience major vacancy and apparent abandonment and could be subject to adverse effects as discussed in the DEIR. In addition, all property owners in the Project Area would continue to be regulated by the *Planning Code* and could therefore develop their property in accordance with the *Planning Code*. Therefore, historic resources would continue to be protected by the City processes that protect historic structures, primarily Article 11.

To clarify the application of existing zoning controls proposed in the Mid-Market Plan, the first paragraph on DEIR p. 11 is revised to read as follows:

> The Mid-Market Plan is consistent with the City's *General Plan*. The Mid-Market Plan also contemplates the adoption of some changes to existing zoning districts to achieve goals described above. The Mid-Market Plan incorporates existing controls in the *Planning Code*. Its implementation requires adoption of a *Planning Code* amendment that would create a Special Use District (SUD) to support implementation of the Mid-Market Plan. ~~This~~ The Mid-Market SUD would be a zoning overlay that would maintain ~~the~~ existing zoning, and in general would unify existing controls applicable to the majority of the Plan Area. The Mid-Market SUD area, currently under eight zoning designations, would maintain existing height and bulk limits~~, but~~ and would apply specific development and land use regulations unique to Mid-Market.

URBAN DESIGN AND VISUAL QUALITY

Street Patterns

Comment

The Landmarks Board also agreed that, given the historic importance of the pattern of alleys and smaller streets within the Plan area, as well as the important Plan goal of enhancing pedestrian activity, that the existing small street pattern should be explicitly identified as an important component of the Mid-Market Area. This pattern directly reflects the early development of the area as a working class neighborhood, that included tenements and small industrial facilities. It is an important reminder of the pre-earthquake period. (*Tim Kelley, President, Landmarks Preservation Advisory Board*)

Response

DEIR Appendix B: Mid-Market Redevelopment Plan Goals and Objectives and Proposed Programs includes Objectives for Urban Design, p. B-3, that encourage pedestrian connections in the Project Area, which would support the existing patterns of minor streets and alleys. This would be consistent with the overall Mid-Market Plan, noted on DEIR p. 6, that "The layout of street grid was to remain essentially the same." In general, development scenarios assumed for the Project Area would maintain the pattern of major streets, minor streets, and alleys.

For informational purposes, the following text is added to Section III.F, Cultural Resources, DEIR, p. 80, as a new third sentence in the second full paragraph:

> The minor streets in the area, such as Stevenson Street, Jessie Street and Minna Street, supported a varied scale of structures, including working-class residential buildings and small businesses.

Implementation of Redevelopment Plans

Comment

Urban Design Elements - The Draft EIR outlines objectives relevant to the Urban Design Element. Please explain the link between the proposed plan and Objectives 1-4 on page 25 of the Draft EIR. How and in what forms will the Redevelopment Plan implement these stated objectives in a concrete manner?

The Draft EIR also discusses the preparation of urban design guidelines as well as signage and façade design controls. How will these guidelines be developed and by whom? Who will be responsible for applying and enforcing these guidelines throughout the development process and by what authority? In order to supplement the enforcement of these guidelines, we suggest that the Redevelopment Plan provide an incentive based policy alternative for the "Development Opportunity Sites" (particularly sites No.# 1, 2, 3, 11, and 16, Figures 8, 9, 10, and 11). This will motivate new building designs that do not seek the Area Plan's assumed "maximum building envelope."

The incentive policy could use additional economic incentives to reward new development on the "Development Opportunity Sites." These incentives should reward the inclusion of specific building and site design elements (such as architectural details, setbacks, public art, or plazas) and the reduction of building envelopes and massing currently allowable under the existing height and bulk controls within the Redevelopment Plan Area. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

Chapter II, Project Description, DEIR p. 11, states that implementation of the Mid-Market Plan through a Special Use District (SUD) would include "signage and façade urban design controls/standards." As part of the *Planning Code*, the SUD would be administered by the Planning Department. As noted in Section III.D, Urban and Design and Visual Quality, DEIR p. 69, "Under the Redevelopment Plan, Development Opportunity Sites would be developed consistent with the existing *San Francisco Planning Code* height and bulk controls in the Project Area, on Figure 6, p. 38." Massing simulations on Figures 8-11, DEIR pp. 57-60, illustrate potential development taller than existing structures, but within existing height limits; however, as stated on DEIR p. 69, illustrations of massing studies in Figures 8, 9, 10, and 11 "do not include architectural details or setbacks that would be part of a specific project's design."

The suggestions regarding an incentive policy in the comment will be forwarded to the decision makers, as part of these Comments and Responses, for their consideration during the project approval process.

Comment

In March 2002 San Francisco voters approved Proposition G, the No New Billboards measure, with nearly 80% approval. This legislation states that no new general advertising signs will be allowed in the City, however, the measure does allow for the relocation of existing legal billboards. Since the Redevelopment Agency and the community are working so hard to enhance the quality of life in Mid-Market by eliminating blight in the area, SFB suggests that the Redevelopment Plan state that no billboards can be relocated anywhere in the Mid-Market Project Area.

Portions of the Mid-Market Project Area are already protected from billboard relocation due to the establishment of the Market Street Special Sign District in the City's *Planning Code*. We hope that this portion of the code will be upheld in the Mid-Market Redevelopment Plan. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

As noted on DEIR p. 69, "Proposed Mid-Market Plan policies would include the preparation of urban design guidelines and the establishment of signage and façade urban design controls/standard for the Project Area." The Mid-Market Plan is intended to be consistent with city policies, including Proposition G, a measure passed by the voters that limits new general advertising signs. The proposed Mid-Market SUD controls would prohibit new general advertising signs, and *Planning Code* Section 604(h), which prohibits the relocation of general advertising signs, would apply in the Project Area. For clarification, the following is added at the end of the first paragraph under Mid-Market Plan, DEIR p. 69:

> The draft controls would prohibit new general advertising signs; other *Planning Code* controls on relocation of signs would also apply in the Project Area.

Comment

One of the elements of this Draft Environmental Impact Report is that the height limitations, I think, have been increased in this area of Mid-Market as part of the things and what they have defined as the subsequent environmental changes that might occur with these buildings would be a bit higher than what's currently zoned. And I don't have any objection. I think it accurately defines the things that will happen with these taller buildings.

I see there's some massing pictures in there. I don't expect that the buildings will necessarily look like the massing pictures described in there. And their closeness to the street will not necessarily be the same as the massing pictures. Is this true? I didn't imply there was necessarily a change, but rather, that many of the buildings that seemed to be proposed in the massing were taller than what is there at the present time, but may be compliant. (*Commissioner Michael J. Antonini*)

Response

Section III.D, Urban Design and Visual Quality, DEIR p. 69, notes that "Under the Redevelopment Plan, Development Opportunity Sites would be developed consistent with the existing *San Francisco Planning Code* height and bulk controls in the Project Area, on Figure 6, p. 38." The Mid-Market Plan would not include changes in height limits. The development analyzed in the DEIR was assumed to be within existing height limits. Massing simulations on Figures 8-11, DEIR pp. 57-60, illustrate potential development taller than existing structures but within existing height limits.

WIND

Comment

Impact of Wind on Mid-Market - A wind expert should be consulted to determine the best configuration/design for new buildings in order to improve the street environment, relative to wind. This analysis should be included in the Final EIR. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

DEIR Section III.E, Shadow and Wind, pp. 75-76, notes that the Project Area is considered windy, relative to other parts of San Francisco. The third full paragraph on DEIR p. 77 states and is revised as follows:

> Buildings over a height of 100 feet could be planned on a number of the Development Opportunity sites, and such new, taller buildings within the Project Area could adversely affect the street-level wind environment. Design information is not yet available for specific buildings and no further conclusion can be made at this time. Much of the Project Area is within the C-3-G District. As such, the standards of *Planning Code* Section 148 would apply to each specific project. The only properties not covered by provisions of Section 148 of the *Planning Code*, which mandates the reduction of ground-level wind currents, are those designated C-M/160-M. This issue would be considered by the Mid-Market Special Use District. Height limits in other zoning districts in the Project Area would not be expected to result in development that would affect wind conditions. Required wind evaluation would focus on the potential for generation of hazardous winds and would evaluate the need for windbreak features or further detailed wind-tunnel studies of structures proposed in the future. The building design and review process for each specific project would require analysis and mitigation of any hazardous wind effects because under *Planning Code* Section 148, buildings cannot be approved if they would cause an exceedance of the hazard criteria for more than one hour per year. No significant wind impacts would be expected to occur with implementation of the *Mid-Market Redevelopment Plan*.

As specific building configurations for development in the Project Area are not known at this time, further wind analysis or recommendations for building design cannot be included in the EIR. As is typically the practice, the environmental review process for specific projects would include additional analysis of wind conditions as warranted. That review would include wind analysis in a form of technical memorandum or wind-tunnel modeling and possible recommendations for design modifications or other reduction features.

CULTURAL RESOURCES

Comment

Landmarks Board members' opinion was divided on the thoroughness of the DEIR in identifying historical resources in the Plan area. No specific omissions were mentioned. Landmarks Board members also recognized the programmatic nature of the DEIR and the consequent level of detail incorporated. (*Tim Kelley, President, Landmarks Preservation Advisory Board)*

Response

The comment is noted.

Comment

In my opinion, the draft environmental impact report on the Mid-Market Redevelopment Plan in the chapters on cultural resources insufficiently considers the history of the neighborhood as the major downtown San Francisco theater district and insufficiently accounts for potential negative impacts on the existing theater spaces in the Mid-Market area.

Although the first theaters in the post-1849 San Francisco were built farther north, there were performing arts venues in the area at least by the 1860s. The center of theaters gradually shifted to the Mid-Market area and were well established here by the 1906 earthquake. In the two decades after the earthquake Mid-Market was the site of the major downtown theater construction, with the most prominent probably being the Fox. Besides the major houses--such as the current Orpheum, Golden Gate, and Warfield there were numerous smaller venues, some of which still exist.

The main reference to these theaters in the EIR is to their architectural importance. The historical architecture is important, but also important is the theatrical (or auditorium) space itself, which may exist in buildings not deemed as historically significant. The mass of the theater space is required in order to have a performance venue at all, particularly a major house with thousands (or even hundreds) of seats.

One reason this is an important consideration from an environmental impact perspective is that historically the large masses of the theaters, together with the difficulty of maintaining the open spaces while constructing multiple stories on the site, have resulted in the elimination of theaters in the Mid-Market area. Perhaps the best example of this was the much lamented destruction of the majestic Fox to make way for the Fox Plaza development. Another example of this is the St. Francis Theatres site where the proposed multi-story housing project would eliminate the performance auditorium which would be uneconomical to replace. It is unlikely that any performance auditoriums will be replaced in the Mid-Market area if they are eliminated to make way for development.

Several of the potential development opportunity sites and the potential rehabilitation opportunity sites listed in the EIR are either theater sites, or were formerly theater sites. The potential for the destruction of the theater spaces in the Mid-Market area is significantly increased by the Mid-Market Redevelopment Plan's recommendation of FAR bonuses. The proposed mitigation measures, which concern the historic preservation of the buildings, don't address the issue of the potential loss of the performance spaces themselves. (*Richard Livingston, Mid-Market PAC*)

Response

DEIR Section III.B, Land Use and Zoning, pp. 30 and 33, identifies historic theaters in the Mid-Market Area, including the Orpheum Theatre, Golden Gate Theatre, and Warfield Theatre. Only the Warfield Theatre is within the proposed Project Area, and is identified as a Rehabilitation Site. All three theaters are listed as Category I Significant Buildings in *Planning Code* Article 11, the highest level of protection for architectural resources in the *Planning Code*. The Orpheum Theatre is also within the Civic Center Historic District. As noted in Chapter II, Project Description, DEIR p. 14, and previously cited on p. C&R-9, a major goal of the Mid-Market Plan is to retain architecturally significant buildings. It would not be expected that implementation of the Redevelopment Plan would remove existing theater spaces from use; instead, the Redevelopment Plan is intended to foster their continued or enhanced use.

To clarify the historic resource status of theaters in the Project Area and in the vicinity, the following text is added in Section III.F, Cultural Resources, on DEIR p. 90 at the end of the second full paragraph:

> The district includes the Golden Gate Theatre, at Golden Gate Avenue and Market Street and the Warfield Theater at 982 Market Street as listed properties. The closed St. Francis Theater is within the district but is no longer considered eligible for listing because of loss of integrity.

Comment

The discussion of National Register Districts within and adjacent to the project area is very confusing, and their relevance to the project is insufficiently clear. The text needs to clarify the distinction between the listed Lower Nob Hill District (not within the project area) and other areas surveyed in which individual buildings are assigned official National Register status but are not part of any formal district.

In general, the historic resources section represents a sincere effort to identify resources and discuss impacts. A careful edit to increase its clarity, eliminate several misstatements and a better demonstration of the relevance of the various "historic" labels to the project will improve it considerably. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

Section III.F, Cultural Resources, DEIR pp. 89-92, describes state and federal historic districts and national register districts in or near the Project Area, including the potential San Francisco Apartment Hotel National Register Historic District, shown in part on Figure 16, DEIR p. 88; the boundaries of the over 30-block potential Apartment Hotel District encompass part of one block in the proposed Mid-Market Area. The listed Lower Nob Hill Historic District, as noted in the comment, is not within or adjacent to the Project Area and therefore was not described in the DEIR nor shown in Figure 16. For the readers' information, the Lower Nob Hill District does include blocks that were considered as part of the potential San Francisco Apartment Hotel National Register Historic District.

Overall, the DEIR includes information that characterizes the Project Area and vicinity as an area of substantial architectural and historic resources. The DEIR approximately reviews project effects on potential or listed historic resources that were considered Development Opportunity or Rehabilitation Opportunity sites in the Project Area, as discussed on DEIR pp. 97-100, and listed in Tables 10 and 11, pp. 98 and 99.

Comment

The Draft EIR attempts to map a somewhat confusing array of "historic" area designations, p. 88, Draft EIR, not entirely successfully. While this map does illustrate the affected conservation district, it is very difficult to read and is unintentionally misleading in that it leaves out individually significant structures (e.g., Article 11 designated structures). The South of Market Survey, conducted by San Francisco Architectural Heritage, is the expert reference for significant buildings noted in the South of Market Area Plan of the General Plan. This survey, as well as the City survey work (which is the basis of all Article 11 designations), are not mentioned in the listing of the report's relevant resource surveys, p. 85-86, Draft EIR. We encourage you to reference these surveys in order to generate a more accurate map that includes individually significant buildings pursuant to Article 11.

In addition, the document states that "approximately" 53 Article 11 designated structures are within the project area of which 46 are of the highest significance. The final EIR for the project should specify the exact number of Article 11 buildings and identify them, so that all structures at risk of suffering detrimental impacts are known. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

DEIR pp. 85–86, "Historic Architectural Resource Surveys," notes that four major architectural surveys have been conducted in the Project Area, including the 1976 Planning Department Survey; the San Francisco Heritage Survey, the Unreinforced Masonry Survey; and the surveys for the Mid-Market Redevelopment Plan.

Figure 16, Historic Resources in Project Area, DEIR p. 88, provides a range of information, including existing and proposed local and National Register historic districts, and key listed or contributing properties within those districts. The information provides an appropriate context for evaluation of potential Mid-Market Plan effects on historic resources, as described on DEIR pp. 97-100 and summarized in Tables 10 and 11, DEIR pp. 98 and 99. Article 11 listings include about 53 resources in the Project Area, as noted on DEIR p. 87. Additional information or individual listings in the Project Area are found in the Mid-Market Historic Survey report, August 2001, cited on DEIR p. 100. The DEIR includes adequate information for evaluation of potential Mid-Market Plan effects on historic resources. As noted on DEIR p. 100, "The proposed Redevelopment Plan would be implemented through existing *Planning Code* controls and the proposed Mid-Market Special Use District." Article 11 controls all alteration or demolition of listed significant or contributory structures. Mitigation Measures A.4-A.7 on DEIR pp. 202-206 also note the application of Article 11 standards on alteration or demolition of historic structures.

Comment

On page 86, the Draft EIR states that 95 UMBs are within the project area, while on page 173 the number is stated to be 113. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

Section III.F, Cultural Resources, DEIR p. 86, identifies approximately 95 unreinforced masonry buildings (UMBs) in the Project Area. That number is correct. Section III.K, Geology, Soils and Seismicity, DEIR p. 173, fourth full paragraph, is revised as follows:

> The San Francisco Department of Building Inspection maintains a list of UMBs in the City. As of 1997, approximately ~~25~~ 20 percent of the buildings in the Project Area (~~113~~ 95 of 460 buildings) were listed as UMBs.

Comment

On page 202, among other locations, it is noted that Article 11 designated buildings will be subject to the regulations of Article 11 of the *Planning Code*. However, page 98 appears to set a lower standard when it is stated that such buildings might be demolished if an existing condition precluded safe or economic reuse. A minor refinement in language could eliminate this—perhaps unintentional—inconsistency. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

DEIR p. 98 states:

> Structures listed [as] Rehabilitation Sites identified in the Redevelopment Plan, would be expected to be retained, restored or rehabilitated as part of future development in the Project Area. If such re-use plans met the Secretary of the Interior's Standards for Rehabilitation of Historic Structures, then that specific development would avoid a significant adverse effect on an historic resource. On a case-by-case basis, some Rehabilitation Site resources may be subject to demolition, if, for example, an existing condition precluded safe or economic re-use. If such a structure were demolished or substantially altered as to impair its significance materially as a historic resource, then this would be considered a significant adverse effect on an historic resource.

The analysis in the DEIR is conservative. As discussed above, Article 11 controls would apply in the Project Area, and would in general limit adverse effects on historic structures. Article 11, Section 1121.1 and 1121.7, does allow for consideration of existing conditions that preclude safe or economic reuse if a listed resource were proposed for demolition. For clarification, the following is added at the end of the first full paragraph, DEIR p. 98:

> A project which proposes substantial alteration or demolition of an historic structure in the Project Area would be subject to further review under CEQA.

Comment

The document states that actions will be consistent with existing *Planning Code* laws, yet Opportunity Site #4 includes structures in the Civic Center Historic District (Article 10 of the *Planning Code*). How will these structures be treated appropriately under Article 10? (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

DEIR pp. 97-98 notes:

> Structures ... could be subject to demolition as part of development of Opportunity Sites identified in the Mid-Market Plan. Unless further detailed review of individual structures and a preponderance of the evidence found that the structure did not meet criteria for California Register eligibility or as a historical resource under CEQA, demolition of those buildings as a part of the Redevelopment Plan would be considered a significant adverse effect on an historic resource.

Table 10, Historic Structures – Opportunity Sites, DEIR p. 98, notes that Opportunity Site 4 at 1256-1264 Market Street is listed in the Civic Center Historic District; loss of that building would be a significant adverse effect. Implementation of Mitigation Measure A.7, DEIR pp. 205-206, would avoid this significant adverse effect. However, under the proposed Mid-Market Plan, any proposed alteration or demolition of contributory buildings in the Civic Center Historic District, including 1256-1264 Market Street, would continue to be subject to *Planning Code* Article 10 review, as they are under existing conditions. See also Response on p. C&R-9, for further discussion of historic resources.

Comment

The examination of impacts on cultural resources needs to be expanded to include consideration of any detrimental impacts on the retention of significant buildings (as defined by Article 11). This might occur if the value of Transfer Development Rights (TDRs), which are presently available only as incentives to retain historic buildings, is diluted by granting TDRs to encourage other objectives [p. S-4] In addition, the proposed mitigation measures outlined in A.4 and A.5 [pp. 202-204] are inadequate for the loss of buildings that now enjoy the strongest legal protection against demolition of any structures in San Francisco. These mitigation measures must be strengthened to ensure that each historic structure is properly considered for preservation. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

Chapter IV, Mitigation Measures A.4 and A.5, DEIR p. 202, states that the Mid-Market Plan would incorporate the regulations of Sections 1110-1123 of Article 11 of the *Planning Code.* Article 11 includes the use of Transfer of Development Rights (TDR) as an incentive for preservation of buildings of architectural merit in the C-3 districts. That mechanism would be part of the Special Use District (SUD) prepared as part of the Mid-Market Plan. The Mid-Market Plan would not include any other TDR mechanism.

Two Rehabilitation Sites, A and F, as listed on Table 11, DEIR p. 99, are listed in *Planning Code* Article 11 and would be subject to Article 11 review.

DEIR Chapter I, Summary, p. S-4, lists potential SUD controls for implementation of the Mid-Market Plan through the *Planning Code*. The SUD would use Transfer of Development Rights only as an incentive for preservation of historic resources.

TRANSPORTATION

Transit

Comment

P. 1 Paragraph 2, line 3 – "Major transportation facilities in the area include Market and Mission Streets, Fifth, Eighth and Ninth Streets" What about Tenth, Sixth and Seventh Streets? Does transportation facilities mean mass transit routes? If so, this might be okay. I'm kind of surprised that there aren't any bus lines on 6th or 7th (except for the rerouted 19 Polk). (*Anthony Faber, Mid-Market PAC*)

Response

The comment refers to language in the Project Description Chapter II, which describes the project location in relation to transit more generally than the Transportation section of the DEIR. Market, Mission, Fifth, Eighth, and Ninth Streets represent the majority of the arterial roadways within the transportation study area and are identified as noted in the comment as *major* transportation facilities (emphasis added). Tenth, Sixth, and Seventh Streets are also arterial roadways, and numerous intersections were studied along those roadway segments as part of the transportation analysis for the project. In the Transportation section the EIR, Table 12, DEIR pp. 103 – 104, lists 24 streets in the Project Area and vicinity that service the Mid-Market area, including Sixth and Seventh Streets, noted in the comment. Table 13, DEIR p. 106, lists 19 study area intersections analyzed in the EIR and includes intersections at Sixth and Seventh Streets. Figure 17, DEIR p. 110, illustrates MUNI routes in the Mid-Market area, including routes on Sixth and Seventh Streets.

In summary, the project description provides a general description of the project location in relation to transportation, including MUNI, BART, SamTrans and Golden Gate Transit, as well as the nearby freeway system. The Transportation section, DEIR pp. 100-133, provide more detail about settings and impacts to transit service, as well as other transportation matters.

Comments

P. 22 Golden Gate Transit - The description of services is inadequate. GGT operates on 7th Street and McAllister, not just Mission Street, and has a major transfer point at 7th Street North at Market. Perhaps a route map similar to Figure 2 - "Muni Route and Stop Locations" should be developed that depicts services and stops for regional operators. (*James D. Lowe, Transit Planner, MUNI*)

Be aware that the description on pages 107 and 108 detailing GGT bus routes and ridership contains some errors. GGT operates 22 commute bus routes, ten basic service routes, and 15 ferry shuttle routes. Basic bus routes operate on 30-90 minute headways. GGT buses carry approximately 7,000 passengers per day to and from San Francisco. Approximately 1,470 passengers ride the ferry to Larkspur and approximately 230 passengers ride the ferry to Sausalito during the afternoon peak hour. In addition to using Muni service or walking to the ferry, ferry passengers may ride GGT routes 67 (from the Civic Center and Mission Street) and 69 (from the Financial District) to get to the ferry. (*Alan R. Zahradnik, Planning Director, Golden Gate Bridge-Highway & Transportation District*)

Response

DEIR p. 107 and 108, under Golden Gate Transit, is revised as follows:

> Golden Gate Transit, operated by the Golden Gate Bridge, Highway, and Transportation District, provides bus service between the North Bay (Marin and Sonoma Counties) and San Francisco. Golden Gate Transit operates 22 commute bus routes, ~~nine~~ ten basic bus routes and ~~16~~ 15 ferry ~~feeder bus~~ shuttle routes. Most routes serve either the Civic Center (via Van Ness Avenue and Mission Streets or the Financial District (via Battery and Sansome Streets). Basic bus routes operate at ~~15~~30- to 90-minute headways, depending on the time and day of the week. Commute and ferry feeder bus routes operate at more frequent intervals in the mornings and evenings. On buses from the North Bay to San Francisco, only alightings are allowed at stops in San Francisco. Conversely, on buses from San Francisco to the North Bay, only boardings are allowed at stops in San Francisco. Golden Gate Transit carries approximately 7000 passengers per day to and from San Francisco. In the Project Area, Golden Gate Transit buses can be boarded on Mission Street, McAllister Street, and at Seventh Street North at Market Street, a major transfer point. ~~stops.~~
>
> The Golden Gate Bridge, Highway and Transportation District also provides ferry service between the North Bay and San Francisco. During the AM and PM peak periods, ferries operate between Larkspur and San Francisco and between Sausalito and San Francisco. The San Francisco terminal is located at the Ferry Building, on The Embarcadero at Market Street. Approximately 1,470~~00~~ passengers ride the ferry to Larkspur and approximately 230~~340~~ passengers ride the ferry to Sausalito during the

> PM peak hour. Access to the Ferry service generally requires a walk of up to 20 blocks or a transfer from the MUNI service. In addition to using MUNI service or walking to the ferry, ferry passengers may ride Golden Gate Transit routes 67 (from the Civic Center and Mission Street) and 69 (from the Financial District) to the ferry.

Comment

District appreciates the information included in the EIR on transit trips expected to be generated by the project. On page 123, a total of 4,900 weekday afternoon peak-hour transit trips is given and, on page 125, an assessment is made of weekday afternoon peak hour trips on Muni and BART. We would suggest that the final EIR make an assessment of ridership impacts on GGT bus and ferry service. (*Alan R. Zahradnik, Planning Director, Golden Gate Bridge-Highway & Transportation District*)

Response

To discuss future ridership on Golden Gate Transit, the following text is added at the end of the first partial paragraph, DEIR p. 126:

> In 2020, cumulative demand on Golden Gate Transit bus service would be 4,384 riders, or 82% of capacity. On Golden Gate ferry service, cumulative ridership would be 5,511, or 68% of capacity.

This information does not affect the conclusions of the DEIR.

Comment

P. 47 Mode Split - Table 11 indicates that net new transit and walking trips will far exceed those associated with autos during the PM peak hour; this seems different from most project-specific reports that generally indicate higher auto usage. (*James D. Lowe, Transit Planner, MUNI*)

Response

Table 16, Net New PM Peak Hour Person Trip by Mode, DEIR p. 119, notes that a substantial number of new population and transit trips would be generated by residential uses assumed in the Mid-Market Plan. It is reasonable that net new transit and pedestrian trips for residential uses would exceed automobile trips. This is similar to other project-specific reports conducted within the downtown area. The overall mode-split by land use is based on the Planning Department's *Transportation Guidelines*, as noted on DEIR p. 117. (The reference in the comment is to the Mid-Market and South of Market Redevelopment Area Transportation

Study, September 2002, cited on DEIR p. 133. The report is available for review as part of the project file by appointment at the Redevelopment Agency.))

Comment

P. 69. Transit Impacts - The report indicates that the plan will generate 4,886 new PM peak trips; it also indicates that Muni capacity at the screenlines will grow by 14% and ridership by 22% by 2020. Is the new MMPA/SMPA ridership in addition to this projected overall ridership growth? We assume the riders generated by the plan will travel within the plan area making screenline data irrelevant. Any new ridership in excess of capacity should be identified as a transit impact. (*James D. Lowe, Transit Planner, MUNI*)

Response

The Mid-Market Project Area/South of Market Project Area (MMPA/SMPA)-generated ridership is included within this projected ridership growth for 2020 as described in the DEIR. As discussed on DEIR p. 125:

> Transit ridership for the Cumulative 2020 condition is projected to increase from about 21,870 to about 26,120 passengers at the MUNI screenlines, while capacity is projected to increase to about 29,660 passengers. While overall peak-hour MUNI ridership would be less than projected capacity at screenlines, projected ridership is expected to approach capacity at the southeast and southwest screenlines. At the "All Other Lines" corridor in the southeast screenline, MUNI capacity utilization would operate at 108 percent. This would be a significant cumulative effect on transit capacity on the All Other Lines of the Southeast Screenline. Project-related transit trips would be about 12 percent of total future trips on these lines.

As noted in the DEIR, development in the Project Area would occur over 20 years or more, and in that time transit agencies could also adjust service to serve the growth. DEIR pp. 123-124 notes that the Mid-Market scenario would have a significant project and cumulative impact on the MUNI Southeast Screenline. Section V.A, Significant Environmental Effects, DEIR pp. 211-212, also concludes that project and cumulative contributions to transit trips at this Muni Screenline would be an unavoidable significant effect. (The reference in the comment is to the Mid-Market and South of Market Redevelopment Area Transportation Study, September 2002, cited on DEIR p. 133. The report is available for review as part of the project file by appointment at the SFRA.)

Comment

In reference to Section B.5 on page 207, regarding construction impacts on bus stops in the Project Area, please be informed that GGT operates on Mission Street and Eighth Street and may increase service south of Mission Street. The District requests project sponsors keep us informed of possible construction impacts to bus stops in this area. (*Alan R. Zahradnik, Planning Director, Golden Gate Bridge-Highway & Transportation District*)

Response

DEIR p. 207, Improvement Measure B.5, is revised as follows:

> B.5 Project Sponsors and construction contractor(s) would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, and the Planning Department to determine feasible traffic ~~mitigation~~ measures to reduce traffic congestion and pedestrian circulation impacts during construction of the project. In addition, to ensure that construction activities do not impact MUNI and Golden Gate Transit bus stops or routes in the area, the Project Sponsor ~~should~~ could coordinate with MUNI's Chief Inspector and Golden Gate Transit prior to construction. The decision makers could require this to be included as a condition of approval for projects in the Mid-Market Redevelopment Area.

Pedestrians

Comment

There may be some safety issues at intersections with right turns (Sixth and Mission, Sixth and Market and Fifth and Market). Over the past four years these intersections have had a high pedestrian accident rate. Even though these are not identified as significant, the accident data indicates that peak period traffic controllers may be advisable in these cross-walk locations. Before the redevelopment plan is adopted these positions should be incorporated into the plan. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

The Mid-Market Plan would prescribe allowable land uses and development controls to create a framework to guide the revitalization of the Market–Mission corridor. At such a scale and as a plan, the Plan does not outline specific pedestrian improvements. However, the City, through various agencies including the Planning Department, the San Francisco County Transportation Authority, and the Department of Parking and Traffic, are developing plans to improve conditions in the two redevelopment plan areas. The Planning Department is in the process of creating a specific plan for the Market Street/Octavia Boulevard area as part of its ongoing Better Neighborhoods project. This specific plan includes a section of the Market

Street corridor beginning near Eighth Street. The plan will involve community input and will outline various design improvements for pedestrians, traffic, and transit. The San Francisco County Transportation Authority is currently engaged in a Market Street improvement planning process and has retained a consultant to draw up improvement measures for cyclists, pedestrians, and transit operations. The Department of Parking and Traffic has recently completed installation of new pedestrian signal heads at many intersections along Market Street and in areas South of Market that feature countdown timers. The DPT also constantly monitors accident data to ascertain safety conditions throughout the City to identify locations that require safety improvements.

Furthermore, Appendix B, Mid-Market Redevelopment Plan Goals and Objectives and Proposed Programs, Public Safety and Security, D9, DEIR p. B-5 notes:

> Ensure maximum pedestrian safety throughout the district based on a specific action plan to be developed.

Appendix B, Mid-Market Redevelopment Plan Goals and Objectives and Proposed Programs, Transportation and Parking, Goals, DEIR p. B-8 also notes:

> A community which promotes public transit use from its residents, employees, and visitors, provides short-term parking options to access retail and entertainment establishments and to support residential visits, while also providing for the safety and convenience of pedestrians, cyclists, and motorists in the Mid Market area.

Appendix B.2, Proposed Projects and Programs, Transportation and Parking, Pedestrian Safety Improvements, DEIR p. B-15 states:

> Implementation of pedestrian safety improvements in coordination with appropriate City departments, including, but not limited to, encouraging direct pedestrian pathways at intersections, installing countdown crosswalk lights and dedicated right-turn only lights for automobiles on Market Street, clearly demarcating crosswalks through better painting, and augmenting islands to make street crossing safer. A special emphasis should be placed on Market Street, Mission Street and major cross streets.

Parking

Comments

P. 84 Parking Impacts - Contrary to the report, parking shortfalls have other impacts beyond mere societal ones, including traffic gridlock, additional pollution and political pressure to increase spaces.

Since parking demand could exceed the number of spaces being supplied by the project, it behooves the plan to promote Transportation Systems Management incentives to reduce private auto ownership and use. Potential programs include City CarShare, CommuterChex and perhaps financial incentives to residents that do not own cars. For example, the NASA Research Historical Monument on the peninsula is offering cash back to residents that do not own a car nor use their designated parking space. (*James D. Lowe, Transit Planner, MUNI*)

In order to fulfill the city's commitment to being a 'transit-first" city, SFB recommends that a Transportation Demand Management (TDM) program be implemented for all businesses in the Mid-Market area to further reduce demand on MUNI and parking. This TDM program should include employee van pooling, carpools, and flex-time for work.

Since San Francisco is a "transit-first" city, the parking impacts would not be considered significant. Implementing a shared parking plan could also reduce potential impacts. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

Parking Effects, DEIR p. 131, notes:

> Parking deficits may be associated with secondary physical environmental impacts, such as increased traffic congestion at intersections, air quality, or noise effects caused by congestion. However, as noted above, in the experience of San Francisco transportation planners, the absence of a ready supply of parking spaces combined with available alternatives to auto travel (e.g., transit service, taxis, bicycles or travel by foot) and relatively dense patterns of urban development, may induce drivers to seek and find alternative parking facilities, shift to other modes of travel, or change their overall travel habits. Any such resulting shifts to transit service, in particular, would be in keeping with the City's "Transit First" policy.

The Mid-Market Redevelopment Plan includes proposed programs to promote alternatives to private car usage, including policies included in DEIR Appendix B, p. B-14:

1. ***Short-Term Parking Facilities.*** Development of more than two short-term, publicly accessible parking facilities that are dispersed throughout the Mid-Market District, in coordination with the City's transportation, parking and traffic agencies. Short-term parking that is incorporated into larger mixed-use developments – with an emphasis on ground floor retail frontage – will be especially encouraged. All short-term

> parking facilities will be encouraged to include car-sharing strategies and bicycle parking. Entrances and exits should be located on side streets and alleys to minimize disruptions. Short-term parking shall be a permitted use in the Mid-Market SUD. FAR incentives may be given on a case by case basis.

Additionally, Appendix B, Proposed Goals and Objectives, Transportation and Parking, DEIR p. B-8, states:

> *Goal:* A community which promotes public transit use from its residents, employees, and visitors, provides short-term parking options to access retail and entertainment establishments and to support residential visits, while also providing for the safety and convenience of pedestrians, cyclists, and motorists in the Mid Market area.
>
> **G1.** Promote the development of short-term parking facilities throughout the district that are sited appropriately with sensitivity to neighborhood concerns: parking facilities should serve daytime/nighttime retail and entertainment activities and residential visitors, while maintaining the character of the neighborhood and discouraging commuter-parking structures.
>
> **G2**. Discourage unnecessary private automobile use with programs that promote car-sharing, shuttles, carpooling, public transit and other alternatives to the automobile.
>
> **G3**. Coordinate with city agencies to improve traffic management devices.
>
> **G7**. Promote pedestrian-oriented urban design to reduce the amount of traffic congestion and on street parking, while maximizing transit patronage.
>
> **G8**. Add and encourage appropriate bicycle lanes and bicycle storage facilities.

Appendix B.2, Proposed Projects and Programs, Transportation and Parking, Transit Service and Routing Improvements, DEIR p. B-14 states:

> Facilitation of community input toward the implementation of needed transit service and transit routing improvements during each Five-Year Implementation Plan update. As appropriate, supportive services and programs that promote increased public transit use, such as car-sharing, shuttles, and carpooling should also be encouraged at this time. All efforts will be accomplished through coordination with the City's transportation, parking and traffic agencies.

Comment

Adequate, new and accessible parking is crucial to the long-term viability of this project for all of Mid-Market's intended use. I urge you to stand adamant on this issue.

Adequate parking for residents, businesses, all businesses, will bring higher property values to the area, which in turn will bring in increased tax revenue to the City. Taxes on parking, increased real estate value, business tax and ultimately increased employment in the area will make this a 'go to' place in the City.

A theatre district will be an attraction to the City from our neighboring counties ONLY with adequate parking. These are tourists we most often ignore in the City. Very few people consider an evening on the town to include BART or public transportation including our very own residents. There is no reason this district should not rival theater districts of London, Paris and New York City.

Residential units, which include parking, will increase the value of home ownership in the area; quality of life, safety and security along with the higher taxes that help fund the future of the area.

Please, keep parking very high on the list of priorities. (*Ardis D. Jerome*)

Response

The proposed Mid-Market Plan would discourage commuter parking, and the 1,685 spaces would be structured (multi-level), and serve primarily retail, residential and evening cultural uses as discussed on DEIR p. 128-129. Proposed residential and commercial uses are also assumed to provide some level of on-site parking. Appendix B.1, DEIR p. B-8, includes objectives to support such parking:

> G1. Promote the development of short-term parking facilities throughout the district that are sited appropriately with sensitivity to neighborhood concerns: parking facilities should serve daytime/nighttime retail and entertainment activities and residential visitors, while maintaining the character of the neighborhood and discouraging commuter-parking structures.

In addition to policies related to parking, the Mid-Market area is well served by public transit that is available to theater patrons. Cities mentioned in the comment all have extensive transit systems that support their theater districts.

HAZARDOUS MATERIALS

Comment

Page 161, Section III.J, Hazardous Materials, Impacts, Significance Criteria. Changes in structures during future development or expansion activities could also increase the potential for exposure to hazardous substances. For example, if a property is underlain by groundwater contaminated with solvents, installation of subsurface structures could provide a pathway for emissions from this plume to migrate into the building, potentially impacting workers and visitors. This potential is not addressed in the EIR. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

The discussion under "Soil and Groundwater Contamination" and "Remediation," DEIR pp. 165-168, addresses the potential of future development or expansion activities within the Project Area to encounter soil and groundwater contamination and recommends appropriate remediation strategies to protect construction workers and future occupants or visitors in the Project Area. For instance, the DEIR states the following on pp. 165-166:

> If hazardous substances were encountered during development activities, the need for further site assessment and site characterization and/or remediation would be determined on a case-by-case basis by the appropriate regulatory agency. The site investigations would then identify the nature and extent of contamination and whether or not the contaminants occur at levels considered hazardous. If regulatory threshold levels were exceeded, remediation would be required. During the site investigation, potential exposure of workers and the community to hazardous substances could occur, typically through inhalation of vapors, fumes or contaminated dust; possibly through dermal contact with contaminated materials; and possibly through direct or indirect ingestion.

The DEIR identifies the following remediation strategy if contaminated soil and/or groundwater were encountered in the Project Area, DEIR p. 168:

> If hazardous substances are encountered during construction activities related to implementing the Redevelopment Plan, either in subsurface soils or groundwater, the contamination must be characterized before appropriate remediation measures can be designed to mitigate potential impacts to construction workers, project employees or residents, the community or the environment. Agencies may require remediation efforts to clean up, dispose, treat, or remove from public exposure the identified contaminant. Remediation efforts could expose workers and the public to hazardous substances, primarily through inhalation of vapors, fumes or contaminated dust which could be on-site or blown off-site to the public or the environment; through dermal (skin) contact with materials that are being excavated or as they become airborne and are deposited on surrounding soil and structures; or through direct or indirect ingestion. The San Francisco Department of Public Health would require a site safety plan to ensure the safety of the workers and the community.
>
> The extent of remediation that would be required due to redevelopment in the Project Area cannot be precisely determined. These efforts would depend upon specific development and expansion projects that may occur, whether construction activities are

> required, especially excavation, and whether hazardous materials would be expected to be encountered during that process would require remediation. Thus, it is premature to determine the significance of potential impacts of individual development projects associated with development within the Project Area. Due to the regulatory framework cited above, on a plan-level of evaluation, the impacts associated with remediation would be considered less than significant, and site-specific impacts would need to be determined for individual development projects when, and if, they were to occur.

The proposed Mid-Market Plan would include Hazardous Materials Mitigation Measure E.4, DEIR p. 209 to require adequate investigation of potential hazardous materials at specific development sites where hazardous substances are suspected. A Site Mitigation Plan would be prepared for sites where levels of hazardous substances are found to pose a threat to human health or the environment.

Comment

An analysis must be required to determine if it is likely that dewatering will influence groundwater in the area. DPH, RWQCB, or DTSC approval of this analysis to determine the potential impacts of this dewatering on areas of known groundwater contamination should be required prior to initiation of soil movement at the Site. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

DEIR p. 175, Geology, Soils and Seismicity, second and third paragraphs, are revised as follows:

> Any groundwater encountered during construction in the Project Area would be subject to requirements of the City's Industrial Waste Ordinance (Ordinance Number 199-77), requiring that groundwater meet specified water quality standards before it may be discharged into the sewer system. The Bureau of Systems Planning, Environment and Compliance of the San Francisco Public Utilities Commission must be notified of projects necessitating dewatering, and may require water analysis before discharge. Should dewatering be necessary, the final soils report would address the potential settlement, ~~and~~ subsidence, and potential contaminant plume migration, if any, impacts of this dewatering. Based upon this discussion, the report would contain a determination as to whether or not a lateral movement and settlement survey should be done to monitor any movement or settlement of surrounding buildings and adjacent streets. If a monitoring survey is recommended, the Department of Public Works would require that a Special Inspector (as defined in Section 1701.2 of the San Francisco Building Code) be retained by the project sponsor to perform this monitoring.
>
> Groundwater observation wells would be installed to monitor potential settlement, ~~and~~ subsidence, and potential contaminant plume migration. If, in the judgment of the

> Special Inspector, unacceptable movement were to occur during dewatering, groundwater recharge would be used to halt this settlement. Methods to control contaminant plume migration would include, but would not be limited to, site-specific analysis and identification of contaminants and appropriate construction and wastewater discharge methods. For example, prior to dewatering, the amount of water that would need to be removed would be estimated using quantitative hydrogeologic calculations to identify appropriate dewatering methods. Selecting and implementing appropriate dewatering methods would prevent uncontrolled releases of contaminated groundwater and prevent uncontrolled alterations in the flow rate or direction of groundwater that could exacerbate existing conditions. Costs for the survey and any necessary repairs to service lines under the street would be borne by the project sponsor.

Comment

Pages 208 and 209, Section IV.E, Mitigation Measures for Hazardous Materials.

Measure E.3. The EIR should be revised to indicate that the Phase I Environmental Site Assessment (ESA) must be submitted to the Department of Public Health, Regional Water Quality Control Board and/or Department of Toxic Substances Control. Working within one of the Agency's Voluntary Cleanup Programs or, if necessary, an enforcement program, concurrence of one of these agencies must be acquired if the conclusion of the ESA is that no hazardous substances are suspected. This concurrence should be required as part of the building plan review process and prior to any earth moving or other development activities. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

A Phase I ESA is used for information purposes by identifying potential environmental impacts related to hazardous materials through historical record searches, visual inspection, aerial photograph review, etc. Pursuant to the Article 22A of the Health Code, a Phase I ESA may be required by the San Francisco Department of Public Health as part of the building permit review process. The Phase I ESA must be conducted by a qualified environmental professional (e.g., Registered Environmental Assessor, Registered Geologist, Professional Engineer, etc.) Communication with local oversight agencies and review of their regulatory files are standard procedures during a Phase I ESA, required in Measure E.3. Measure E.4 addresses the necessity of subsequent investigations based on the findings of the Phase I ESA. Only after confirmation of any environmental concerns through subsequent investigation, as outlined in Measure E.4, would the project sponsor enter into a corrective action plan with one of the above mentioned agencies (e.g., voluntary cleanup program, enforcement program, etc.). Concurrence of appropriate remedial action with the oversight agency must be acquired only when impacts to soil, groundwater, or other materials have been identified above acceptable contaminant levels or preliminary remedial goals.

Comment

Measures E.4, Paragraph 1. The EIR should be revised to require sampling and analysis of properties consistent with that required under the Maher Ordinance. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

Chapter 22A of the San Francisco Health Code (also known as the Maher Ordinance) applies to development in a specific geographic area of the City, generally bayward of the original Bay shoreline which was filled over time. This filled area has particular characteristics that warrant specific testing requirements. These requirements may or may not be warranted for specific development sites in the Mid-Market Plan area. Mitigation Measure E.4, DEIR p. 209, would provide for coordination with The San Francisco Department of Public Health (DPH). In so doing it would allow for DPH to determine appropriate research and/or testing to fit the characteristics of a particular site. These could include, but would not be limited to, testing that duplicates requirements of Chapter 22A.

Comment

Following implementation of the site mitigation plan, a report should be required which describes the steps taken to address chemically-affected structures, soil and/or groundwater at the Site. The report must comply with the California Business and Professions Code. All engineering work must be certified by an appropriately registered California professional engineer. All geological work must be certified by a California registered geologist or certified engineering geologist. The report must also contain sufficient information for regulatory agencies to verify that all hazardous materials have been removed. This should include copies of hazardous waste manifests, bills of lading, figure(s) showing sampling locations, excavation depths, and all analytical results, including but not limited to those for soil confirmation samples, groundwater analytical samples, and waste characterization samples. Tables should be used to ease review. Regulatory agency approval of this report should be required prior to any onsite development activities.

The EIR should be revised to require prompt notification of the Department of Public Health, Regional Water Quality Control Board and/or Department of Toxic Substances Control if hazardous substances are detected during earth moving activities which are 1) not addressed under a site mitigation plan for the project; or 2) not within the chemical concentrations indicated in the Phase I Environmental Site Assessment. The Proponent should then be required to go through the process outlined in the EIR, Section IV.E, E.4. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

The comment is noted. As stated in the response above, developers would be required by Mitigation Measure E.4 to work in coordination with DPH, which could impose any, or all of the suggested requirements.

Comment

Page 209, Paragraph 1. The EIR should be revised to clarify that there are federal, state and local laws and regulations which apply to not only proper handling and disposal of hazardous wastes, but also to the generation, treatment, storage and transportation of hazardous wastes which may be applicable to the project. Also, California Health and Safety Code section 25157.8 prohibits land disposal of any waste with a total concentration of more than 350 ppm total lead in any place other than a Class 1 landfill unless the facility has been approved for such purpose. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

The final paragraph on DEIR pp. 209-210, Hazardous Materials, Mitigation Measures, is revised as follows:

> In addition to the mitigation measures identified above, projects ~~would~~ must conform to existing laws including: SB 14 to ensure reduction of hazardous wastes through Source Reduction Evaluation and Review Plans; San Francisco Fire Department permits required for handling hazardous materials and Hazardous Materials Management Plans required for businesses; required Risk Management and Prevention Program for the City and County; federal, state and local laws and regulations applying to the generation, treatment, storage, transportation, proper handling, and disposal of hazardous wastes, ~~according to federal state, state and local laws~~ as enforced by the San Francisco Department of Public Health; Bay Area Air Quality Management District Regulation 11 Rule 2 requirements to identify and manage asbestos to prevent releases during demolition; City and County of San Francisco's lead–based paint prevention program and mandates for safe work practices, public notification, and actions to prevent migration of lead from a construction site; Title 22, *California Code of Regulations* ~~concerning~~ regulates disposal of fluorescent lights and mercury vapor lamps; *Federal Toxic Substances Control Act* requirements for PCBs; Occupational Safety and Health Administration requirements for implementing site-specific health and safety plans, when applicable; and California Health and Safety Code Section 25157.8, which requires that any soil from the Project Area that is determined to require disposal at a landfill facility and that contains lead in concentrations above 350 ppm will be disposed only at a Class 1 landfill or other approved facility.

Comment

Contamination at the Site must be addressed prior to development. If chemicals remain in soil and/or groundwater following development at levels above those safe for unrestricted land use, implementation of land use restrictions which run with the land should be required to ensure that measures taken to prevent contact with contaminants above safe levels remain in place. Regulatory agency concurrence should be required for the removal of the land use restriction. The land use restrictions should be written to require that subsequent owners or occupants of the property are informed about conditions at the Site and to ensure that any remedy installed at the Site remains protective of public health and the environment. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

As discussed above, the DPH would be contacted on a case-by-case basis and would determine whether restrictions that run with the land would be required. Based on City experience, such deed restrictions have not been necessary for the majority of cases where remediation has been implemented.

Comment

Please clarify how the environmental impacts of any required response actions will be analyzed and addressed within the California Environmental Quality Act process. For example, if the response actions include the need for soil excavation, a CEQA-compliance document should be developed and include: (1) an assessment of air impacts and health impacts associated with the excavation, activities; (2) identification of any applicable local, state or federal standards which may be exceeded by the excavation activities, including dust levels and noise; (3) transportation impacts from the removal or remedial activities; and (4) the risk of upset should there be an accident at the Site. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

The DEIR explains that contamination at development sites must be addressed prior to demolition, excavation, and construction activity. However, the extent of remediation that would be required due to redevelopment in the Project Area cannot be precisely determined at this time and specific development of a site would be subject to the requirements of Article 22A, which may include but would not be limited to preparation of a Phase I ESA. These efforts would depend upon specific development projects that may occur, whether construction activities are required, especially excavation, and whether hazardous materials would be expected to be encountered during that process would require remediation. Due to the regulatory framework cited in the DEIR, on a plan-level of evaluation the impacts associated with remediation would be considered less than significant, and site-specific impacts would need to be determined for individual development projects when, and if, they were to occur, subject to laws and regulations, including CEQA.

The DEIR includes analysis of construction-related impacts and includes mitigation measures that relate to potential contaminants in excavated soil, including dust emissions during excavation (DEIR pp. 140-143). The plan includes Mitigation Measure C.1, a dust reduction mitigation measure that would reduce impacts from excavation, including any related to lead or other contaminants in the soil, to less-than-significant levels (DEIR p. 208).

Construction noise is discussed on DEIR p. 150. As noted there, construction activities could include excavation and hauling. Demolition and excavation, including hauling excavated soils away from the site, would take about four months. Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the Police Code); compliance would reduce temporary noise effects to less-than-significant levels. Therefore, no further analysis was necessary in the DEIR.

Construction traffic impacts are discussed generally in the DEIR on p. 133. The specific transportation requirements for transporting excavated soils to appropriate landfills would be detailed in a Site Mitigation Plan required for the project under Article 22A of the Public Health Code, and soil handling procedures would be detailed in a Hazardous Materials Management Plan (DEIR p. 209). A Site Health and Safety Plan would also be prepared prior to excavation and disposal of soils; this plan would detail procedures to be used in the event of an accident at the site. Because these activities are included in the project and would take place prior to excavation of any contaminated soils, these issues required no further discussion in the DEIR.

As noted in Chapter II, Project Description, DEIR pp. 17-18, subsequent development proposals within the Mid-Market Plan area would be subject to CEQA review to determine whether additional CEQA analysis is necessary before such development could be approved. Thus, larger development proposals might trigger CEQA review, including analysis of potential hazardous materials impacts for a specific project. Such a review would include items such as the commenter's numbered points, as appropriate.

Comment

Page 208, Section IV.C, C.1. If chemicals are present at significant levels in soil and/or groundwater, air monitoring should be required during excavation to ensure that construction workers, nearby workers, pedestrians and others are not adversely impacted during the implementation of any required remedial action. If the only monitoring to be conducted is dust monitoring, the health and safety plan or California Environmental Quality Act-compliance document should be required to demonstrate that the action levels outlined for dust are sufficient to protect public health from chemically-affected soil and/or groundwater. However, it would be useful for the EIR to clearly indicate whether chemical-specific sampling will be conducted and the standards against which analytical results will be evaluated to determine if additional actions must be taken or if work should be halted. (*Barbara J. Cook, P.E., Chief, Department of Toxic Substances Control*)

Response

As stated in the DEIR, pp. 166-167, "As part of site investigation efforts, regulatory agencies would require a site safety plan to ensure safety of workers and the community. The plan would include identification of contaminants, potential hazards, personal protection clothing and devices, and emergency response procedures. If soils containing hazardous substances are remediated, the BAAQMD (Bay Area Air Quality Management Board) may impose specific requirements to protect ambient air quality from dust, lead, hydrocarbon vapors or other airborne contaminants." Therefore, chemical-specific air sampling/monitoring during construction activities may be implemented as part of the site safety plan depending on the types of contaminants, concentrations, and potential hazards of the contaminant encountered at the site.

PUBLIC SERVICES

Comment

There is one thing that I see that is very much left out of the report on Appendix B2, part 2 of Community and Public Safety, that allowed for dealing with at risk seniors, youth and families. It says nothing about single people. I contend that if you don't include single adults, you're not going to solve the public safety problem. And what must be taken into account on all of this is the benefits that crime and drugs has for the neighborhood. We need to have more detox facilities that really detox. They don't really monitor, and I don't see anything in there to alleviate the crime problem. Second, on Appendix B2 [under Housing and

Neighborhood], we need to have private shelters or more of a kind of youth hostel or elder hostel arrangements so that people can be off the streets until they can find more housing or until more housing is built, and these are just two of the things, but they cover a lot of ground. One of the reasons this area has been blighted is that crime and drugs create jobs for police, for social workers, for probation officers, for drug programs. And unless people deal with the idea of what they're going to do once the crime rate goes down to zero, we're not going to be -- solve the problem of crime and thereby we're not going to solve the problem of blight. (*Bruce Windrem*)

Response

DEIR Appendix B.2: Proposed Projects and Programs for Community Services and Public Safety, DEIR p. B-11, addresses the need for service facilities and coordination of service delivery efforts. DEIR pp. B-13–B-14 notes potential housing programs for a range of needs. While the provision of social services is not a physical environmental impact under CEQA and therefore does not require analysis in the EIR, DEIR Section III.L, Public Services, p. 182, notes that successful implementation of the Mid-Market Plan would improve physical conditions and could have a beneficial impact on public services.

Comment

Project Area Demographic Information - SFB urges the Redevelopment Agency to offer more specific demographic information for the Project Area. The Draft EIR offers information about the Project Area's gender and race statistics, however, there is no information about the age or income levels of the people located in the Project Area. This population's special needs should affect the goals for development, yet the information necessary to determine these needs is not provided. The Draft EIR claims that "physical improvements could help lessen illegal activities in the Project Area....(and) have a beneficial effect on police services." However, some of the most economically and socially vibrant areas of the city (Broadway at Columbus and Hallidie Plaza) are in need of major police presence. An in depth investigation of the area's demographics might provide a clearer understanding of the needs (public protection and otherwise) this area will have as the redevelopment plan is implemented. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

Section III.C, Population, Housing and Employment, DEIR pp. 44-47 and 50-53, describes existing demographic effects and potential changes with the Mid-Market Plan so that potential effects on overall population and housing can be sufficiently evaluated. This Section has been revised to include information regarding gender, age and income.

Section III.L, Public Services, DEIR pp. 179-184, discusses existing conditions and potential effects on public services, including police protection. This information, based on contacts with service providers, provides an adequate analysis for the project's effects on the physical environment. To discuss gender and age distribution in the Project Area, the following text and table is added after the first partial paragraph on DEIR, pp. 46.

> The Project Area also tends to have an older age range than the City overall. The highest age range for Mid-Market is in between 35 to 44 (22 percent Mid-Market vs. 17 percent) Citywide), where as the City has its highest age range between 24 and 34 (See Table 4.1.)

TABLE 4.1
GENDER AND AGE DISTRIBUTION

	San Francisco County		**Mid-Market Census Tract 176.01**[1]		**Mid-Market Census Tract 176.01 as Percent of City**
Subject					
Total population	776,733	100%	**5,756**	100%	0.74%
Sex And Age					
Male	394,828	51%	3,772	66%	0.96%
Female	381,905	49%	1,984	34%	0.52%
Under 5 years	31,633	4%	136	2%	0.43%
5 to 9 years	31,564	4%	158	3%	0.50%
10 to 14 years	30,813	4%	177	3%	0.57%
15 to 19 years	33,334	4%	191	3%	0.57%
20 to 24 years	56,054	7%	452	8%	0.81%
25 to 34 years	180,418	23%	1,161	20%	0.64%
35 to 44 years	133,804	17%	1,257	22%	0.94%
45 to 54 years	107,718	14%	1,108	19%	1.03%
55 to 59 years	35,026	5%	320	6%	0.91%
60 to 64 years	30,258	4%	242	4%	0.80%
65 to 74 years	53,955	7%	348	6%	0.64%
75 to 84 years	37,929	5%	168	3%	0.44%
85 years and over	14,227	2%	38	1%	0.27%

Source: U.S. Census Bureau, Census 2000

[1] The Project Area lies primarily within Census Tract 176.01, which is bounded by Market, Howard, Fourth, and Tenth Streets. The Project Area also includes three blocks located north of Market Street that are in Census Tracts 124 and 125.

To provide additional discussion of income distribution, the following text and table is added after Table 5 on DEIR p. 46:

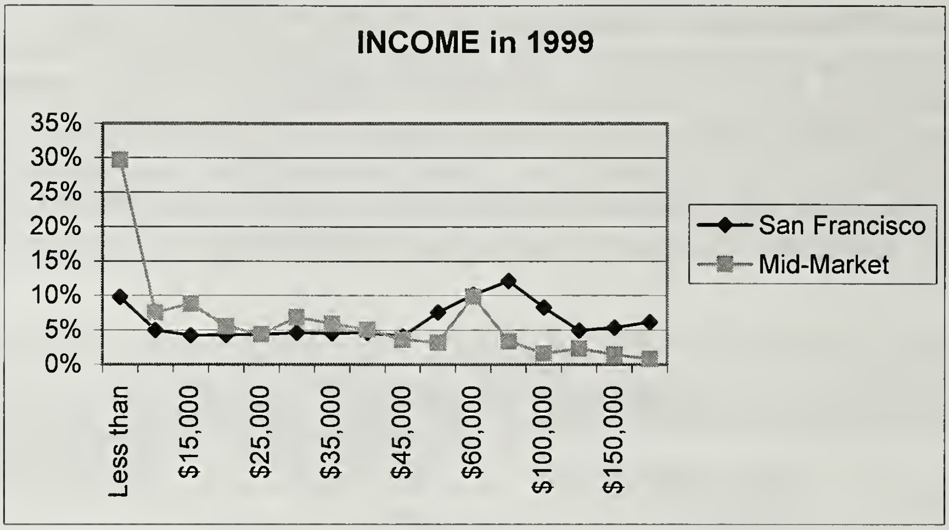
Table 5.1 shows that the income level in Mid-Market is disproportionately lower than the City overall. According to the 2000 Census, 30 percent of the Mid-Market population made less than $10,000 and more than three-quarters of the population made less than $50,000 in 1999. The median income for Mid-Market and the City that year was $23,899 and $55,221 respectively. That means more than 75 percent of the Mid-Market population made less than what the median income was for the city in 1999. HUD has established the area median income for San Francisco at $91,800 in 2003.

TABLE 5.1
INCOME DISTRIBUTION

Income in 1999	San Francisco County		Mid-Market Census Tract 176.01[1]		Mid-Market Census Tract 176.01 as Percent of City
Median Income	**55,221**		**23,899**		
Income Range					
Less than $10,000	32,261	10%	726	30%	0.22
$10,000 to $14,999	16,394	5%	184	8%	0.06
$15,000 to $19,999	13,984	4%	216	9%	0.07
$20,000 to $24,999	14,158	4%	135	6%	0.04
$25,000 to $29,999	14,381	4%	107	4%	0.03
$30,000 to $34,999	15,215	5%	167	7%	0.05
$35,000 to $39,999	14,898	5%	144	6%	0.04
$40,000 to $44,999	15,386	5%	124	5%	0.04
$45,000 to $49,999	13,500	4%	88	4%	0.03
$50,000 to $59,999	24,932	8%	78	3%	0.02
$60,000 to $74,999	33,365	10%	241	10%	0.07
$75,000 to $99,999	39,969	12%	83	3%	0.03
$100,000 to $124,999	27,331	8%	39	2%	0.01
$125,000 to $149,999	16,203	5%	56	2%	0.02
$150,000 to $199,999	17,613	5%	34	1%	0.01
$200,000 or more	20,260	6%	19	1%	0.01
Total:	**329,850**	**100%**	**2,441**	**100%**	**0.74**

Source: U.S. Census Bureau, Census 2000

[1] The Project Area lies primarily within Census Tract 176.01, which is bounded by Market, Howard, Fourth, and Tenth Streets. The Project Area also includes three blocks located north of Market Street that are in Census Tracts 124 and 125.



UTILITIES

Comment

PG&E owns and operates gas and electric facilities which are located within and adjacent to the proposed project. To promote the safe and reliable maintenance and operation of utility facilities, the California Public Utilities Commission (CPUC) has mandated specific clearance requirements between utility facilities and surrounding objects or construction activities. To ensure compliance with these standards, project proponents should coordinate with PG&E early in the development of their project plans. Any proposed development plans should provide for unrestricted utility access and prevent easement encroachments that might impair the safe and reliable maintenance and operation of PG&E's facilities.

The requesting party will be responsible for the costs associated with the relocation of existing PG&E facilities to accommodate their proposed development. Because facilities relocation's require long lead times and are not always feasible, the requesting party should be encouraged to consult with PG&E as early in their planning stages as possible.

Relocations of PG&E's electric transmission and substation facilities (50,000 volts and above) could also require formal approval from the California Public Utilities Commission. If required, this approval process could take up to two years to complete. Proponents with development plans which could affect such electric transmission facilities should be referred to PG&E for additional information and assistance in the development of their project schedules.

We would also like to note that continued development consistent with City's General Plans will have a cumulative impact on PG&E's gas and electric systems and may require on-site and off-site additions and improvements to the facilities which supply these services. Because utility facilities are operated as an integrated system, the presence of an existing gas or electric transmission or distribution facility does not necessarily mean the facility has capacity to connect new loads.

Expansion of distribution and transmission lines and related facilities is a necessary consequence of growth and development. In addition to adding new distribution feeders, the range of electric system improvements needed to accommodate growth may include upgrading existing substation and transmission line equipment, expanding existing substations to their ultimate buildout capacity, and building new substations and interconnecting transmission lines. Comparable upgrades or additions needed to accommodate additional load on the gas system could include facilities such as regulator stations, odorizer stations, valve lots, distribution and transmission lines.

We would like to recommend that environmental documents for proposed development projects include adequate evaluation of cumulative impacts to utility systems, the utility facilities needed to serve those developments and any potential environmental issues associated with extending utility service to the proposed project. This will assure the project's compliance with CEQA and reduce potential delays to the project schedule. (*Alfred Poon, Land Agent, South Coast Area-San Jose, Pacific Gas & Electric*)

Response

As part of the response process, the EIR consultant contacted the commenter. The commenter explained that the comment is usually directed at large new development projects, rather than urban infill projects. Development due to implementation of the Mid-Market Plan would be incremental, infill development in an urbanized area with existing infrastructure. This development would occur over a projected 30-year period. In addition, individual developments that would implement the proposed redevelopment plan would remain subject to CEQA. Thus, large development proposals would undergo project-specific environmental review including, if necessary, effects on local utility infrastructure.

As noted in the comment, local transmission and distribution facilities might require additions or improvements to serve specific development in the Mid-Market Plan area. Those improvements would be planned and implemented through the established PG&E New Construction Process. Incremental changes in the local facilities over time would not be considered a significant adverse impact.

DEIR, pp. 191-192, notes the potential for cumulative effects of growth of energy demand in San Francisco and the State, as well as potential plans to accommodate demand for electricity services as stated here:

> San Francisco consumers have recently experienced rising energy costs and uncertainties regarding the supply of electricity. The causes of these conditions are

> under investigation and are the subject of debate. One problem may be that the State does not generate sufficient energy to meet its demand and must import energy from outside sources. Another factor may be lack of cost controls as a result of deregulation.
>
> The California Energy Commission (CEC) is currently considering applications for the development of new power-generating facilities in San Francisco, the Bay Area, and elsewhere in the State. These facilities could supply additional energy to the power supply grid within the next few years. The project-generated demand for electricity under development that would occur due to the Redevelopment Plan would be negligible in the context of overall demand within San Francisco and the State, and would not in and of itself require a major expansion of power facilities. Therefore, the energy demand associated with the proposed Redevelopment Plan would not result in a significant physical environmental effect.

As part of the CEC planning noted in the DEIR, the CEC and the California Public Utilities Commission (CPUC) adopted in July 2003 a Californian Energy Action Plan (EAP). The EAP calls for insuring adequate power reserve requirements in utility service territories, including PG&E, and recognizes the need for additional PG&E capacity by 2010. The plan also recognizes the potential for demand reduction through energy efficiency. As noted in the DEIR, the Mid-Market Plan would not in it itself require new construction of generating or major transmission facilities

PG&E provides for the installation of electric and gas facilities per the Electric and Gas Rules 15 and 16 as authorized by the California Public Utilities Commission (PUC). These facilities are generally installed along public streets or on private lands when satisfactory easements can be obtained without cost to or condemnation by PG&E. Service is governed by the PUC. Under PUC, PG&E is obligated to provide service to its customers and potential customers.

Comment

We also encourage the City & County of San Francisco to include information about the issue of electric and magnetic fields (EMF) in the Notice of Preparation. It is PG&E's policy to share information and educate people about the issue of EMF.

Electric and Magnetic Fields (EMF) exist wherever there is electricity--in appliances, homes, schools and offices, and in power lines. There is no scientific consensus on the actual health effects of EMF exposure, but it is an issue of public concern. If you have questions about EMF, please call your local PG&E office. A package of information which includes materials from the California Department of Health Services and other groups will be sent to you upon your request.

PG&E remains committed to working with City & County of San Francisco to provide timely, reliable and cost effective gas and electric service to the planned area. We would also appreciate being copied on future correspondence regarding this subject as this project develops.

The California Constitution vests in the California Public Utilities Commission (CPUC) exclusive power and sole authority with respect to the regulation of privately owned or investor owned public utilities such as PG&E. This exclusive power extends to all aspects of the location, design, construction, maintenance and operation of public utility facilities. Nevertheless, the CPUC has provisions for regulated utilities to work closely with local governments and give due consideration to their concerns. PG&E must balance our commitment to provide due consideration to local concerns with our obligation to provide the public with a safe, reliable, cost-effective energy supply in compliance with the rules and tariffs of the CPUC. (*Alfred Poon, Land Agent, South Coast Area-San Jose, Pacific Gas & Electric*)

Response

The comment is noted.

COMMENTS ON PROJECT

Comment

San Francisco Beautiful has developed broader comments regarding the redevelopment plan for Mid-Market that do not fall under the jurisdiction of the EIR. We recognize that these comments could not be addressed in the final EIR, yet we hope that these ideas will be considered as plans for Mid-Market continue to take shape.

One of the stated objectives of the Mid-Market redevelopment plan is to create a "unique and exciting identity " for Mid-Market. The Draft EIR does not shed light on the terms "unique and exciting." In fact, we question whether this plan has to promote a "unique and exciting" space. A "unique and exciting identity" may be attractive in the short-term, however, this excitement will most likely wear off. A more subdued plan may be far more sustainable in the long-term. The retail space proposed in Mid-Market may fall short of neighboring retail districts (Lower Market Street and Union Square). Entertainment venues developed in Mid-Market will have to compete with the neighboring live theater district (Geary) and movie houses along Van Ness, at the neighboring Metreon and in San Francisco's neighborhoods.

Finally, SFB urges the Redevelopment Agency to work with the Tenderloin Neighborhood Development Corporation's façade improvement program. This program successfully rehabilitates buildings in the Tenderloin, developing partnerships with landlords and businesses and partially subsidizing façade improvements in order to restore historic facades and enhance the community's appearance. This sort of step-by-step small capital expenditure project is not unique and exciting, but it improves a neighborhood without sweeping changes that displace businesses and residents. (*Dee Dee Workman, Executive Director, San Francisco Beautiful*)

Response

The comment is acknowledged and will be distributed to the City Planning Commission and the San Francisco Redevelopment Agency Commission for consideration during the approval process.

Comment

I would like to say I like to have a chance to bring this up because I purchased the building in 1978 and I own the building 25 years. 1978, when I purchased the building, I was understand the City have intent to approve Mid-Market. So at that time when I purchased the building, and the building was in really bad shape, and I spent—I borrowed money from the bank and spent over a million dollars to improve the building. And now I waited 25 years and I still didn't see the Mid-Market improve. And, you know, the location of the building such so close with Civic Center, and just look like right next is the City Hall and the Civic Center. And you know, the Civic Center, that side look like a beautiful moon and beautiful star. But on my side, you know, on my office, you know, look it over, the City Hall was so beautiful. But when I look at my side, I feel like a storm, and really, really dark, you know. And also, lately, these few years I have been borrowing money from the bank, and I spent $3 million trying to improve my building, hopefully, that the area, the Mid-Market, going to be improved.

Then, I also have a lot of tenants trying to look at the building. None of the tenants would like to rent my building because they feel the area is so scared, and also, you know, from Fifth to Ninth, especially my block, is between 6th and 7th, it was so dirty. And most of my tenants, when they come look at my building, even I spent so much money and improved the building, they still feel so scared. So I really would like to ask Commissioners please approve the new plan and bring up the Market Street, the Mid-Market, so as the small owner make the building better.

Since I mentioned most of the tenants come look at the building, they're all scared, I was thinking is it possible, you know, if you guys have a chance, look at the whole few blocks, have a lot of vacancies now on the ground floor, you know. I think it's about two or three blocks have a lot of vacancies. I understand the City have a lot of departments probably looking for space. Isn't it possible the City could help with some of those tenants? City tenants in that area could help bring up that area, so make that area have more foot traffic and the other tenants will, you know, come in that area. (*Tammy Ho*)

Response

The comment is acknowledged and will be distributed to the City Planning Commission and the San Francisco Redevelopment Agency Commission for consideration during the approval process.

ERRATA

DEIR P. 55, final sentence of the first paragraph, is revised as follows:

> Many of the structures along both corridors have canopies with signage above ground-floor commercial uses.

DEIR p. 76, final sentence that begins at the bottom of the page, is revised to read:

> Buildings that have an unusual ~~usual~~ shape or utilize set-backs have a lesser effect.

DEIR p. 95, Note 1, is revised to read:

> 1. See Figure 3 on page 15 for location.

Comment

I should bring to your attention the flattering though miss-description of the property owned by the Market Turk Company. The property owned by the Company is the gore corner at the intersection of Turk and Market Streets described in Figure 4 on Page 31 of the report as institutional/governmental. The fact of the matter, however, is that the ground floor is primarily retail and the second floor art studio use. I trust that an appropriate correction will be made in the next edition of the subject plan. *(James F. Thacher, Thacher, Albrecht & Ratcliff, written comments, November 14, 2002)*

Response

The comment is noted. Figure 4 on DEIR p. 31 will be revised in the Final Environmental Impact Report.

X. APPENDICES

APPENDIX A. NOTICE OF PREPARATION

APPENDIX B: MID-MARKET REDEVELOPMENT PLAN GOALS AND OBJECTIVES AND PROPOSED PROGRAMS

APPENDIX C: TRANSPORTATION

APPENDIX A. NOTICE OF PREPARATION

San Francisco
Redevelopment Agency

770 Golden Gate Avenue
San Francisco, CA 94102

415 749 2400
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Willie L. Brown, Jr., Mayor

[illegible]
[illegible] Vice President
Mark Dunlop
[illegible]
Ramon E. Romero
[illegible]
Darshan Singh

Marcia Rosen, Executive Director

NOTICE OF PREPARATION OF A DRAFT ENVIRONMENTAL IMPACT REPORT

DATE: August 20, 2001

TO: Responsible Agencies, Trustee Agencies, and Interested Persons

FROM: San Francisco Redevelopment Agency
Planning Division
770 Golden Gate Avenue
San Francisco, CA 94102

Planning Department
City and County of San Francisco
Major Environmental Analysis Section
30 Van Ness Avenue, 4th Floor
San Francisco, CA 94102

RE: Notice of Preparation of a Draft Environmental Impact Report

The San Francisco Redevelopment Agency and the San Francisco Planning Department are the Lead Agencies and are preparing an Environmental Impact Report (EIR) for the following project:

PROJECT TITLE: 1996.545E: Mid Market Redevelopment Plan

PROJECT LOCATION: The proposed Mid Market Redevelopment Plan would establish a Mid Market Redevelopment Project Area along the Market Street and Mission Street corridors between Fifth Street and Tenth Street in the City and County of San Francisco. The Mid Market Project Area generally includes properties bounded between and fronting Market, Mission, Fifth, and Tenth Streets. It excludes the Federal Office Building Redevelopment Project Area at Seventh and Mission Streets and the South of Market Earthquake Recovery Redevelopment Project Area along Sixth Street, south of Stevenson Street. The Mid Market Redevelopment Project Area is located within the Downtown Planning District. [See attached Figure 2: *Proposed Mid Market Redevelopment Project Area and Special Use District.*]

PROJECT DESCRIPTION: The primary goal of the Mid Market Redevelopment Plan is the alleviation of blighting conditions in the Project Area through the development of desired uses on vacant and underutilized parcels, improvement and/or rehabilitation of existing structures, public facilities and an investment in public improvements. The focus of the redevelopment program is to create an active, mixed-use environment where residents and visitors can comfortably live, work, and visit. Therefore, the plan identifies potential new development on vacant and underused parcels and within existing structures appropriate for rehabilitation. Revitalization of the Project Area will also include the development of new residential, commercial, office, arts/entertainment, cultural and other complimentary uses that will increase the number of residents, businesses and visitors in the area. A major goal of the Plan is the creation of a critical mass of residential development that can accommodate a broad range of household incomes and types. Potential future housing development scenarios estimate as much as approximately 2,400 new housing units and households by the year 2020. Public improvement projects will place an emphasis on improving the pedestrian environment while private development will be guided by pedestrian-oriented urban design guidelines. A potential year 2020 Mid Market development scenario is summarized in Figure 1: *Potential Mid Market Development Scenario.*

Figure 1: Potential Mid-Market Development Scenario

	Developable Site Size (sf)	Housing (sf)	Office (sf)	Parking (sf)	Institutional (sf)	Retail (sf)	Hotel (sf)	Theater and Arts (sf)
Rehabilitation Opportunity Sites	770,699	87,000	291,623	0	40,000	105,000	60,000	186,000
	100.0%	11.2%	37.9%	0.0%	5.2%	13.6%	7.8%	24.1%
Development Opportunity Sites	4,262,488	2,225,000	750,000	547,740	49,000	171,500	325,000	175,500
	100.0%	52.2%	17.6%	12.9%	1.1%	4.0%	7.6%	4.1%
TOTALS	5,033,187	2,312,000	1,041,623	547,740	89,000	276,500	385,000	361,500
	100.0%	45.9%	20.7%	10.9%	1.8%	5.5%	7.6%	7.2%

Specific Proposed Projects
Specific proposed public improvement projects include a way-finding signage program, the revitalization of existing public open spaces/plazas, the creation of mini-parks and pedestrian walkways as new development increases the demand and need, improvement of existing pedestrian street lighting, a building lighting program, designated street tree planting and maintenance, Mission Street streetscape improvements, Civic Center BART station improvements, a public parking lot for residents and visitors, and bicycle lanes on major thoroughfares.

Specific proposed projects, programs and initiatives include the rehabilitation of theaters and historic landmarks, development of a façade improvement program, a theater rehabilitation loan program, a historic building preservation program, a public art program, reuse and revitalization of the Old Mint, the provision of office space specifically for non-profits, and the development of active nighttime uses.

Special Use District
In order to ensure the consistent implementation of the proposed Mid Market Redevelopment Plan, the creation of a Mid Market Special Use District (SUD) is proposed. The Mid Market SUD is an overlay zone that would maintain the district's original zoning, including height and bulk limits, but apply specific development and land use regulations unique to Mid Market's revitalization goals and objectives. This overlay zone would limit the amount of non-retail ground floor uses; restrict new adult entertainment uses; provide incentives for non-profit office, arts, culture and community service uses; require inclusionary, affordable housing units within new residential developments; promote residential development; and reduce minimum on-site parking requirements.

POTENTIAL ENVIRONMENTAL EFFECTS: Effects on land use compatibility and policy conformity; changes in population, employment and housing; cultural resources, including historic architectural resources; visual quality; shadows and wind; an increase in traffic and changes to traffic circulation; noise and air quality effects; exposure to hazardous materials; effects related to area geology and seismicity; hydrology, water quality, and biotic resources; increased demand for energy resources, public utilities, and public services; cumulative effects and growth inducing impacts.

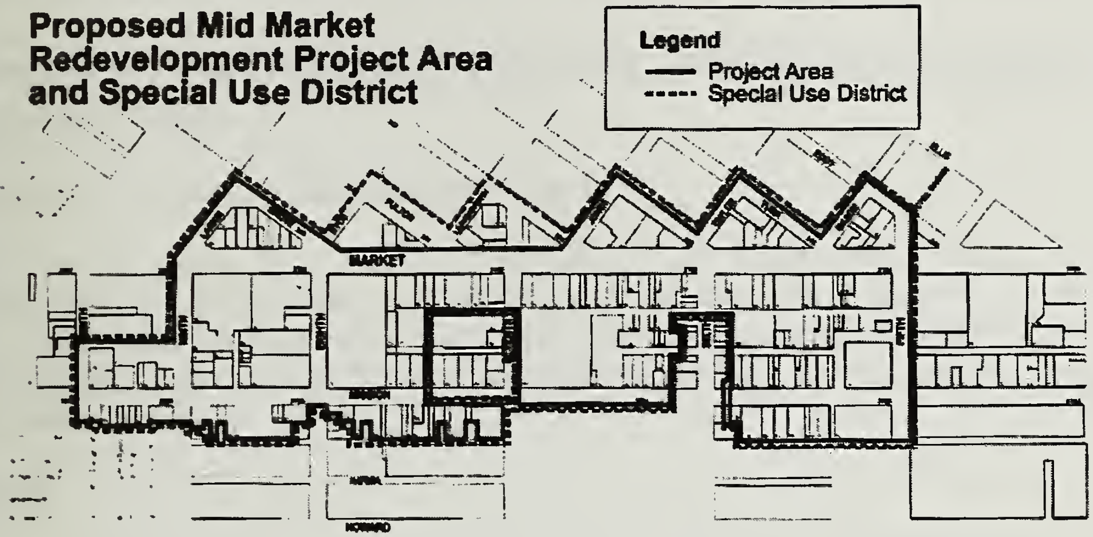
We need to know your views as to the scope and content of the environmental information that may be germane to your statutory responsibilities in connection with the proposed project. Your Agency may need to use the EIR when considering a permit or other approvals related to the project.

Please send us any response you may have within 30 days of this notice. Your written response, questions and/or comments should be directed to Jose Campos, Planning Supervisor, San Francisco Redevelopment Agency, 770 Golden Gate Avenue, San Francisco, CA, 94102. Phone inquiries should be directed to Jose Campos at (415) 749-2442. Please reference case number 1996.545E and include the name of a contact person in your response.

Jose Campos, Planning Supervisor

8/20/01
Date

Figure 2: Proposed Mid Market Redevelopment Project Area and Special Use District


Proposed Mid Market Redevelopment Project Area and Special Use District
Legend
Project Area
Special Use District
MARKET
MISSION
NATOMA
HOWARD

APPENDIX B: MID-MARKET REDEVELOPMENT PLAN GOALS AND OBJECTIVES AND PROPOSED PROGRAMS

APPENDIX B.1: MID-MARKET REDEVELOPMENT PLAN GOALS AND OBJECTIVES

A. DIVERSITY & SOCIAL/ECONOMIC EQUITY

Goal: *A cohesive Central City district truly representative of the full range of San Francisco's many communities — of all cultures, income levels, and backgrounds — which focuses the benefits of economic growth to their needs without causing their displacement. This is the primary and overarching goal of the Redevelopment Plan and should be addressed with all projects and programs.*

Objectives:

A1. Maintain or replace one-for-one the overall total amount of affordably-priced housing, both private and non-profit, that existed within the Redevelopment Area when the Survey Area was designated in 1995.

A2. Recognize the presence of several non-profit service providers in the area and their reliance on the affordability of Mid-Market, and ensure sufficient space to accommodate the needs of these institutions, including creative development strategies that could lead to ownership or favorable long-term lease of spaces.

A3. Provide opportunities to bring economically disadvantaged area residents into full participation in the local job market, including employment training and local hiring in conjunction with all major development.

A4. Protect and expand community arts/cultural facilities and programs.

A5. Provide apartment, condominium, live/work, artist live/work, and other housing opportunities that address the need for housing of all types in Mid-Market.

A6. Ensure the development of a variety of unit types at all rungs of the housing income ladder, especially affordable housing for low/moderate income households.

B. ARTS, CULTURE AND ENTERTAINMENT

Goal: *A unique and diverse Theater, Arts, Cultural and Entertainment District that celebrates Mid-Market's historic theaters, intermingles new complementary arts and culture facilities, and caters to the needs of both the local and regional populations.*

Objectives:

Land Use and Development

B1. Recognize Mid-Market's historic theaters and fulfill the area's potential as a unique Theater, Arts, Cultural and Entertainment District.

B2. Encourage a diversity and balance of arts/cultural/entertainment/educational activities and establishments with facilities of differing sizes, for different types of arts, and to support different space needs and uses.

B3. Develop an incentives package to promote the development of theater, arts, cultural and entertainment uses in the Mid-Market district.

B4. Preserve and encourage facilities for small arts organizations and individual artists.

B5. Encourage cultural- and entertainment-oriented day and nighttime activities for residents and visitors.

B6. Encourage the development of museums and/or cultural centers that highlight diverse constituencies of the area.

B7. Support the redevelopment and rehabilitation of Market Street's adult entertainment theaters to mainstream theater/arts use and encourage compatibility of other existing adult uses with the Mid-Market Theater, Arts, Culture and Entertainment District.

Specific Improvements/Programs

B8. Enhance and promote Mid-Market's theater and entertainment activities through the use of marquees and façade lighting.

B9. Involve local artists in developing and implementing a public art program for the area.

B10. Promote arts-oriented internships, apprenticeships and educational opportunities for youth.

Organization

B11. Encourage the establishment of a collaborative body or organization to promote the development of a Mid-Market Arts District and to coordinate arts-related activities and incentive programs.

C. COMMUNITY IDENTITY & THE BUILT ENVIRONMENT

Goal: *A community with a multitude of possibilities that celebrates its historic past and builds upon its unique qualities through the integration of historic preservation, development controls, public space development, new streetscapes, and other civic/community facilities.*

Objectives:

Community Identity

C1. Develop a unique and exciting identity for Mid-Market that builds on its historic, architectural, and cultural resources; promotes its central location at the commercial, civic and transit hub of the City; and highlights the district's distinctive visual qualities.

Urban Design

C2. Develop a comprehensive set of urban design guidelines for Mid-Market's streetscapes, open spaces, storefronts, and buildings. Invite professionals in fields such as urban design, architecture, historic preservation and public art to assist the PAC in developing these design guidelines. The guidelines must consider the district's historic resources and set standards for restoration, rehabilitation and new construction.

C3. Invite developers to present their proposals at PAC meetings and invite community members and design professionals to provide input.

C4. New development and urban design initiatives should enhance neighborhood livability and health.

C5. Create vibrant, pedestrian-friendly streetscape designs that visually and physically link Mid-Market's major north-south arterials with Market Street.

C6. Establish pedestrian connections (public and private) between Mission and Market Streets through purchase of easements and development controls. Encourage strategies that utilize existing vacant lots and underutilized properties and/or coincide with the rehabilitation of existing buildings.

C7. Promote pedestrian connections (public and private) to adjacent districts, including South of Market, North of Market, Civic Center, Union Square, and Yerba Buena Center.

C8. Increase planting, maintenance, and pruning of appropriate street trees.

C9. Develop, adequately program, and maintain public open spaces, gathering places, and pedestrian pathways that meet the needs of workers, residents, and visitors.

C10. Increase the amount of street-level amenities such as appropriate street furniture, lighting, cafes, and other features that create a safe and pleasant experience.

Historic Preservation

C11. Preserve and restore historically and architecturally significant buildings and districts in accordance with existing laws, processes, and bodies governing historic preservation. Significant buildings include those listed with the city, state and federal governments as having significant or landmark status and those buildings that are deemed to have a contributory/contextual benefit to a historic district.

C12. Conduct a Mid-Market historic/architectural/cultural resource survey every five years to evaluate previous efforts and direct future strategies.

C13. Utilize and promote available financial incentives to bolster historic preservation efforts, including historic preservation tax credits, tax abatement, transfer of development rights, authorization to use "historic" building codes, and other possible incentives.

C14. Ensure that City and Federal government work cooperatively toward the rehabilitation and reuse of the Old Mint in collaboration with the historic preservation community.

Rehabilitation and New Development

C15. Promote and support the rehabilitation and retrofitting of Mid-Market's building stock in an effort to ensure compliance with current health, safety and building code standards.

C16. Encourage creative infill development where the massing provides for a continuous streetwall along major thoroughfares, emphasizes the pedestrian experience, and takes into account issues of wind and sunlight.

C17. Develop an incentives package that promotes voluntary sustainable development, including both economic and environmental.

D. COMMUNITY SERVICES AND PUBLIC SAFETY

Goal: *A community that is safe and clean -- and perceived to be safe and clean -- by residents, employees, business owners, and visitors. This effort must be matched with community services for youth, economically disadvantaged residents, and the homeless population.*

Objectives

Community Services

D1. Support the continuity of services provided by community-serving organizations through the provision of long-term, affordable office space and the ongoing coordination of revitalization activities.

D2. Recognize the homeless, at-risk, and low-income populations as participants in the Mid-Market community -- and support both their needs and the organizations that serve them.

D3. Encourage the establishment of a collaborative body or coordinating structure to achieve better delivery of community services in Mid-Market.

D4. Promote neighborhood communication and cooperation -- among businesses, service organizations, residents, and the police.

D5. Promote supportive and transitional housing developments where services are co-located within or near the housing site.

Public Safety and Security

D6. Enforce the City's building, health, fire, and housing codes while resolving short term and long term displacement effects early on.

D7. Ensure that property owners and tenants comply with criminal, health, safety and labor laws and ordinances.

D8. Support the safety of workers in the district, such as adult entertainment, garment and other workers traditionally prone to exploitation.

D9. Ensure maximum pedestrian safety throughout the district based on a specific action plan to be developed.

D10. Improve street lighting throughout the Project Area.

D11. Address criminal activity through community policing in conjunction with the San Francisco Police Department and with other community-based organizations in and around the Project Area; encourage proactive police involvement in community planning and in community activities.

D12. Support the continuance of current police efforts and training programs that promote and heighten police sensitivity and effectiveness in dealing with social issues most relevant to the neighborhood.

Neighborhood Cleanliness

D13. Ensure regularly maintained sidewalks and building facades, including the prompt removal of graffiti.

D14. Provide education and other assistance to property owners and tenants regarding building maintenance.

D15. Promote education, and an "awareness" campaign, for the community on litter and cleanliness.

D16. Ensure that new funding or efforts to keep the Mid-Market district clean are coordinated with existing cleaning programs and initiatives in Civic Center, South of Market, United Nations Plaza and the Tenderloin.

E. ECONOMIC VITALITY

Goal: *A revitalized commercial business core that attracts the patronage of Mid-Market residents, employees, and visitors through the presence of desirable, vibrant day and nighttime activities, as well as an attractive, safe, and clean environment.*

Objectives

New Development

E1. Develop a balanced mix of activities and businesses that serve the diversity of community residents, workers and visitors.

E2. Encourage the establishment of a collaborative body or coordinating structure to promote the Mid-Market business district and facilitate economic development activities.

E3. Attract a mid- to large-scale anchor retailer that will draw shoppers to the Mid-Market district while enhancing and supporting existing commercial businesses within the area.

E4. Target underutilized sites to capture development opportunities as a catalyst for area revitalization, including but not limited to hotels, theater/entertainment/cultural centers, and other unique specialty uses.

E5. Create public/private partnerships, making public investments and provide tax incentives to encourage new business growth.

Small Business Development

E6. Retain and enhance existing small businesses through technical, promotional and developmental support.

E7. Attract new businesses and services, including mixed-use projects, office, or multimedia.

E8. Create programs and incentives to improve building/storefront facades and signs.

E9. Encourage entrepreneurial activities and development via micro-loan programs and business incubator spaces.

Community Benefits

E10. Promote greater job opportunities for area residents by increasing partnerships between area employers and community-serving employment organizations.

E11. Encourage the retention and recruitment of mid-to large-sized businesses that are able and committed to maximizing job/career opportunities for area residents and are able to participate in the City's First Source Hiring Program.

F. HOUSING & NEIGHBORHOOD

Goal: *A community that provides for a range of housing types, and which promotes opportunities at all economic rungs of the housing ladder.*

Objectives:

New Housing Development

F1. Promote increased housing density on vacant or underutilized parcels, as appropriate.

F2. Support the provision of market rate housing to ensure a diversity of income levels in the district.

Rehabilitation

F3. Promote livable standards for residential hotels in the Project Area in coordination with other City Agencies.

F4. Minimize the displacement of residents during rehabilitation efforts by ensuring that "permanent housing facilities shall be made available within three years from the time occupants are displaced and that pending the development of such facilities there will be available to such displaced occupants adequate temporary housing facilities at rents comparable to those in the community at the time of their displacement" (California Community Redevelopment Law, Article 9, Section 33412).

Neighborhood Amenities

F5. Promote and develop community facilities and commercial uses to meet the needs of the area's residents.

Affordable Housing

F6. Future affordable housing development will consider actual levels of affordability for area residents and strive to accommodate this population.

F7. Encourage the development of a diverse range of affordable housing types that target different populations and their needs including family, senior, transitional, supportive, and mixed-use housing developments.

F8. Strategize on how to provide housing for "very, very low-income", no-income and mid-income populations.

G. TRANSPORTATION AND PARKING

Goal: *A community which promotes public transit use from its residents, employees, and visitors, provides short-term parking options to access retail and entertainment establishments* *and to support residential visits, while also providing for the safety and convenience of pedestrians, cyclists, and motorists in the Mid-Market area.*

Objectives:

Parking and Automobile Traffic

G1. Promote the development of short-term parking facilities throughout the district that are sited appropriately with sensitivity to neighborhood concerns: parking facilities should serve daytime/nighttime retail and entertainment activities and residential visitors, while maintaining the character of the neighborhood and discouraging commuter-parking structures.

G2. Discourage unnecessary private automobile use with programs that promote car-sharing, shuttles, carpooling, public transit and other alternatives to the automobile.

G3. Coordinate with city agencies to improve traffic management devices.

Public Transportation

G4. Coordinate with area transit service providers, such as BART and MUNI, to enhance the safety, cleanliness, and functionality of station area and transit stop locations.

G5. Coordinate with BART on economic development opportunities in and around the Civic Center and Powell Street stations.

Pedestrians and Bicycles

G6. Provide improved directional signage for public places, including signage in several languages.

G7. Promote pedestrian-oriented urban design to reduce the amount of traffic congestion and on street parking, while maximizing transit patronage.

G8. Add and encourage appropriate bicycle lanes and bicycle storage facilities.

G9. Encourage street-level uses that create active pedestrian traffic -- especially along Market and Mission streets.

APPENDIX B.2: PROPOSED PROJECTS AND PROGRAMS

Arts, Culture, and Entertainment

1. *Theater/Performing Arts Facilities.* Rehabilitation, restoration or adaptive reuse of historic theater/performing arts facilities along Market Street complemented by the development of new theater/performing arts facilities throughout the district.

2. *Visual/Multi-use Arts Facilities.* Development of small to mid-scale visual arts and multi-use arts facilities with a special emphasis on community-oriented venues.

3. *Popular International Film Venue.* Development of a venue for commercial international films from Asia, Latin America, etc., as part of a larger mixed-use development.

4. *Business and Management Assistance for the Arts.* Development of a fund to provide business and management assistance to Mid-Market arts organization. It is anticipated that this fund would be managed through an existing program of the Arts Commission. This may include, but is not limited to, revolving capital loan funds, predevelopment funds, low interest loans, support in acquiring direct or indirect loans, credit assistance, and providing arts incubator space. Funds will be targeted to support small to medium size arts organizations that operate within the project area boundaries.

5. *Adult Entertainment Conversion to Mainstream Uses.* Existing legal adult entertainment uses will be allowed to remain. As opportunities arise, the Agency will work with property and existing on-site business proprietors to seek the conversion of these adult entertainment uses into mainstream theater/arts facilities or other complimentary uses.

6. *Jessie Street/Old Mint Public Art Plaza.* Coordination of a design process to explore the closure of Jessie Street and the Old Mint right-of-way in order to develop a pedestrian-oriented thoroughfare and an art-programmed plaza in collaboration with area stakeholders and appropriate City Departments.

7. *Museum and Cultural Center Development.* Support and encourage the development of museums and cultural centers -- such as the development of a GLBT Historical Society facility -- in the Project Area. The Agency will participate in community coordination and possible seed money for fiscal feasibility analysis related to museum and cultural center development.

8. *Nighttime Entertainment Development.* Support and encourage the retention and enhancement of existing nighttime entertainment uses, the adaptive reuse of existing facilities to house new nighttime entertainment uses, and development of new, nighttime and entertainment uses, including nightclubs. This includes, but is not

limited to, working with project developers to establish vibrant ground floor, basement, and mezzanine level uses that support active nighttime use in Mid-Market.

9. ***Community Arts and Education Program.*** Dedicated funds for community arts and education in coordination with the Art Commission's Community Arts & Education (CAE) program. The CAE supports cultural arts activities and arts education, promotes the revitalization of economically disadvantaged and underserved communities through the arts, and serves special constituents such as youth, the homeless, seniors, and incarcerated people.

10. ***Arts, Culture & Entertainment Coordination.*** Establishment of a collaborative body or organization devoted to the coordination, development, maintenance and promotion of a Mid-Market Theater, Arts, Cultural and Entertainment District. This collaborative body or organization must have a clearly defined and formalized relationship to the Mid-Market PAC and the Redevelopment Agency.

Community Identity & the Built Environment

1. ***Mid-Market Urban Design Guidelines.*** Development of a comprehensive set of urban design guidelines for Mid-Market's streetscapes, open spaces, storefronts, and buildings and signage. The guidelines must consider the district's historic resources and set standards for building restoration, rehabilitation, adaptive reuse, and new construction. Encourage the restoration of existing, and the creation of new, marquees.

2. ***Streetscape Improvements.*** Development and implementation of streetscape plans in coordination with the Department of Public Works and community stakeholders. Streetscape improvements for Market Street, Mission Street and major cross streets are a priority. Streetscape plans should include infill tree planting on Mission Street, major cross streets, and include the re-installation of tree uplighting along Market Street. Discourage the reinstallation of publicly owned street furniture on Market Street, including granite benches, until ten years after plan adoption to discourage criminal activity.

3. ***Revitalization of Adjacent Public Open Spaces.*** Coordination of Mid-Market Project Area Committee input into the rehabilitation and physical improvement of key public spaces adjacent to the Mid-Market district, including United Nations Plaza, Civic Center Plaza, Hallidie Plaza, and other public spaces identified in the future.

4. ***Pedestrian Connections Between Market and Mission Streets.*** Identification of potential sites and easements for use as mid-block pedestrian connections between Market Street and Mission Street. This should include an analysis of the potential to increase sidewalk widths along numbered cross streets, without removing lanes of traffic or parking. The acquisition of pedestrian easements may occur in new developments or existing ground floor properties with consideration given to

minimize the hardship on building owners. Long-term partnerships will be developed to ensure maintenance and programming.

5. ***Old Mint Reuse and Revitalization.*** The Old Mint stands out as an important building in the urban fabric of Mid-Market. The Mayor's Office of Economic Development, with the Old Mint Task Force, is leading reuse and revitalization opportunities for this property. The Agency will coordinate with and support the revitalization effort.

6. ***Unreinforced Masonry Building (UMB) Rehabilitation.*** Assistance in the structural upgrade and rehabilitation of existing unreinforced masonry buildings.

7. ***Building Lighting Program.*** Development of a building lighting program aimed at lighting historic facades in coordination with the Department of Public Works and property owners. Encourage owners of historic buildings to uplight their buildings through government incentives such as low interest loans.

Community Services & Public Safety

1. ***Office Space for Non-Profit Organizations.*** Development or rehabilitation of at least 130,000 square feet of long-term, affordable, non-profit office space in and around the Mid-Market Redevelopment Project Area. Four implementation strategies may include, but are not limited to:

    - Providing zoning incentives, such as floor area ratio (FAR) bonuses, to private developers that incorporate below market rate office space into their development.

    - Supporting non-profit organizations in their acquiring ownership of 2 buildings.

    - Master leasing buildings, or portions thereof, to non-profit organizations, which in turn, sub-lease to other non-profits. Master leases should be long term.

    - The Agency directly acquiring 2 office buildings with the intent of securing affordable space for non-profits.

    Funding priorities include those projects or initiatives that can secure long-term affordable ownership (vs. rental) opportunities for individual non-profits or non-profit collaborations, especially those that serve the central city.

2. ***Community Facilities for Youth, Families and Seniors.*** Development of new public or private facilities targeted to serve the at-risk youth, families and seniors who reside within and around the Mid-Market Project Area. This effort will be closely coordinated with existing youth, family, and senior service providers.

3. ***Coordination with Social Service Programs.*** Working with local housing providers, social service organizations, and the community-at-large, the Agency will aid in

Citywide coordination efforts aimed at improving service delivery to the local population.

4. ***Pedestrian Street Lighting on Key Pedestrian Streets and Alleys.*** Coordination with appropriate City departments to install and/or supplement pedestrian street lighting on key pedestrian arterials such as Mission Streets, major cross streets and on smaller side streets and alleys. The Agency will also work with City departments and property owners to enhance the overall lighting of Mid-Market through such activities as lowering existing streetlights and the installation/repair of uplighting on Market Street.

5. ***Street/Sidewalk Cleaning/Maintenance.*** Assessment of existing street and sidewalk cleaning, maintenance, repair, and graffiti removal efforts in coordination with the Department of Public Works with the aim of developing an ongoing long-term maintenance strategy. Agency funds can be used to supplement this effort, but a long-term strategy must be developed that does not rely on tax-increment funding and extends past the life of the redevelopment plan. Public/private partnerships should be actively considered. Encourage existing owners of property, and require new and renovated properties, to include the installation of hose bibs near or at street façade.

Economic & Business Vitality

1. ***Rehabilitation and Infill Development Program.*** Development of an Implementation Plan every five years that identifies properties critical to realizing the economic and business goals and objectives of the Redevelopment Plan. Funding sources will be identified for the rehabilitation and/or adaptive reuse of existing buildings and for new commercial infill development on properties that are vacant, blighted and/or underutilized. The Implementation Plan will be developed in conjunction with the Mid-Market PAC within a clearly defined and accessible public process.

2. ***Business Assistance Program.*** Development of a Business Assistance Program that funds business development initiatives, including, but not limited to: the provision of low interest loans; technical, promotional and developmental support; the development of business incubator space; and business retention and attraction programs. Funding priority should be given to arts, culture, entertainment and neighborhood serving businesses.

3. ***Arts, Culture and Entertainment Development.*** Development and encouragement of theater, arts, cultural and entertainment uses and their associated complimentary uses through the use of development incentives associated with the Mid-Market Special Use District, the Mid-Market Business Assistance Program and close coordination with project developers.

4. ***Neighborhood Serving Commercial Development.*** Development and encouragement of neighborhood serving businesses that readily provide area residents convenient access to a wide variety of affordable household goods and services. Of particular

importance and priority is the development of a small to mid-sized supermarket. This program will utilize development incentives associated with the Mid-Market Special Use District, the Mid-Market Business Assistance Program and include close coordination with project developers.

5. *Façade Improvement Program.* Development of a Façade Improvement Program that enables property and business owners to secure matching funds and technical support to improve facades, storefronts, and signage in accordance with Mid-Market's Urban Design Guidelines.

6. *Community Benefits Program.* Encourage local hiring programs in conjunction with all major development initiatives. Retention and recruitment of businesses willing and able to commit resources towards the development of local hiring programs. Establishment of partnerships between area employers and community serving employment organizations.

7. *Economic Development Coordination.* Establishment of a collaborative body or organization devoted to the coordination, development, maintenance and promotion of vital Mid-Market economic activity. This collaborative body or organization must have a clearly defined and formalized relationship to the Mid-Market PAC and the Redevelopment Agency.

Housing and Neighborhood

1. *Affordable Housing Program.* Development of very low-income, low-income and moderate-income housing in Mid-Market through new construction and rehabilitation efforts. Affordable housing goals should be met through collaborations with both the private and non-profit sectors with the ultimate aim of providing housing opportunities for residents at all income levels and encouraging mixed-income developments. New affordable housing should provide for a mix of rental/ownership and meet established targets for studio and family housing dwelling units.

2. *Market-Rate/Low-Income/Moderate-Income/Mixed-Income Housing Development Incentives.* Encouragement of market-rate, low-income, moderate-income, and mixed-income housing developments through the utilization of development incentives associated with the Mid-Market Special Use District (SUD). This includes, but is not limited to, floor area ratio exemptions and bonuses, and height bonuses on a case by case basis, for development projects that include (within the district) affordable housing, affordable non-profit office space, arts and cultural uses, community facilities and/or historic preservation, above and beyond the minimum requirements of applicable laws. In addition, the Mid-Market SUD allows residential development, including single room occupancy housing, within all zones. The District also includes an increased residential density allowance in all zones.

3. *Supportive/Transitional Housing Program.* Development of supportive and transitional housing facilities that co-locate housing with needed support services.

Co-location includes service provision on-site and in the direct vicinity of the housing site.

4. ***SRO Residential Rehabilitation and Development Program.*** Establishment of a rehabilitation program for existing single room occupancy residential hotels that includes standards for hotel management and guidelines to minimize residential displacement. Development of new single room occupancy hotels through new construction and rehabilitation efforts. The Mid-Market Special Use District (SUD) allows single room occupancy housing and new residential hotels within all zones.

5. ***Senior Homeless Shelter.*** Development of a senior homeless shelter in collaboration with the Mayor's Office on Homelessness, the Department of Human Services and other senior/homeless service providers.

6. ***Housing Education and Referral Programs.*** Development of a housing education and referral system by and between the Redevelopment Agency, local housing providers, and social service organizations that is readily accessible to the community-at-large.

Transportation and Parking

1. ***Short-Term Parking Facilities.*** Development of more than two short-term, publicly accessible parking facilities that are dispersed throughout the Mid-Market District, in coordination with the City's transportation, parking and traffic agencies. Short-term parking that is incorporated into larger mixed-use developments – with an emphasis on ground floor retail frontage – will be especially encouraged. All short-term parking facilities will be encouraged to include car-sharing strategies and bicycle parking. Entrances and exits should be located on side streets and alleys to minimize disruptions. Short-term parking shall be a permitted use in the Mid-Market SUD. FAR incentives may be given on a case by case basis.

2. ***Wayfinding Signage Program.*** Development of a wayfinding signage program to direct visitors of the area as Mid-Market represents the confluence point between Civic Center, Tenderloin, South of Market, Yerba Buena Center, and the Union Square Commercial Retail District.

3. ***Physical Improvements to Civic Center BART Station.*** Coordination with BART to improve the physical conditions around all Civic Center station entrances in the Mid-Market Project Area and to foster transit-oriented joint development around the Civic Center and Powell Street Bart Stations.

4. ***Transit Service and Routing Improvements.*** Facilitation of community input toward the implementation of needed transit service and transit routing improvements during each Five-Year Implementation Plan update. As appropriate, supportive services and programs that promote increased public transit use, such as car-sharing, shuttles, and carpooling should also be encouraged at this time. All efforts will be accomplished through coordination with the City's transportation, parking and traffic agencies.

5. *Bicycle Lanes for Major Thoroughfares.* Facilitation of community input toward the implementation of needed bicycle lanes in the Project Area. All efforts will be accomplished through coordination with the City's transportation, parking and traffic agencies.

Pedestrian Safety Improvements. Implementation of pedestrian safety improvements in coordination with appropriate City departments, including, but not limited to, encouraging direct pedestrian pathways at intersections, installing countdown crosswalk lights and dedicated right-turn only lights for automobiles on Market Street, clearly demarcating crosswalks through better painting, and augmenting islands to make street crossing safer. A special emphasis should be placed on Market Street, Mission Street and major cross streets.

APPENDIX C: TRANSPORTATION

Level of Service Criteria for Signalized Intersections

Level of Service	Stopped Delay per Vehicle (sec)	Volume to Capacity Ratio
A	$\leq$ 5.0	0.00 - 0.59
B	> 5.0 to $\leq$ 15.0	0.60 - 0.69
C	> 15.0 to $\leq$ 25.0	0.70 - 0.79
D	> 25.0 to $\leq$ 40.0	0.80 - 0.89
E	> 40.0 to $\leq$ 60.0	0.90 - 0.99
F	> 60.0	1.00 or greater

Source: Transportation Research Board, *Highway Capacity Manual,* Special Report No. 209, Washington D.C., 1994 and V and C Ratio from Transportation Research Circular #212, Transportation Research Board, Washington D.C., 1980.

LOS A - Delays of less than 5 seconds

This level of service occurs when progression is extremely favorable. Most vehicles arrive during the green phase and are not required to stop. Short cycle lengths may also contribute to low delay.

LOS B - Delays of greater than 5.0 seconds to 15.0 seconds or less

This level of service generally occurs with good progression, short cycle lengths, or both. More vehicles stop than with LOS A, causing higher levels of average delay.

LOS C - Delays of greater than 15.0 seconds to 25 seconds or less

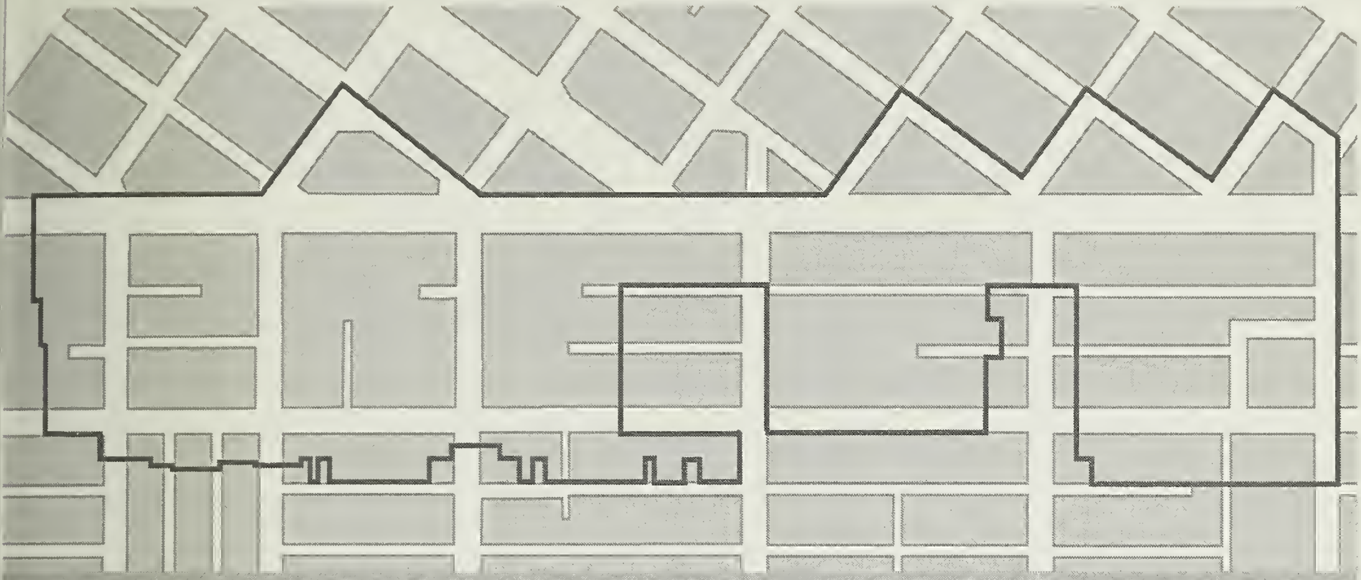
These higher delays may result from fair progression, longer cycle lengths, or both. Drivers may occasionally be required to wait through more than one signal cycle (red phase). The number of vehicles stopping is significant at this level, though many still pass through the intersection without stopping.

LOS D - Delays of greater than 25.0 seconds to 40.0 seconds or less

At level of service D, congestion becomes more noticeable. Longer delays may result from a combination of unfavorable progression, long cycle lengths, or high volume to capacity (v and c) ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. The number of drivers having to wait through more than one red phase is noticeable.

LOS E - Delays of greater than 40.0 seconds to 60.0 seconds or less
This level is considered by many agencies to be the limit of acceptable delay. The high range of delays generally indicate poor progression, long cycle lengths, and high volume to capacity ratios. Drivers frequently are unable to clear the intersection on the first green phase.

LOS F - Delays in excess of 60.0 seconds per vehicle
This level, considered to be unacceptable to most drivers, often occurs with over saturation, that is, when arrival flow rates exceed the capacity of the intersection. It may also occur at high volume to capacity ratios.



FINAL ENVIRONMENTAL IMPACT REPORT

MID-MARKET REDEVELOPMENT PLAN

San Francisco Redevelopment Agency
City and County of San Francisco Planning Department

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